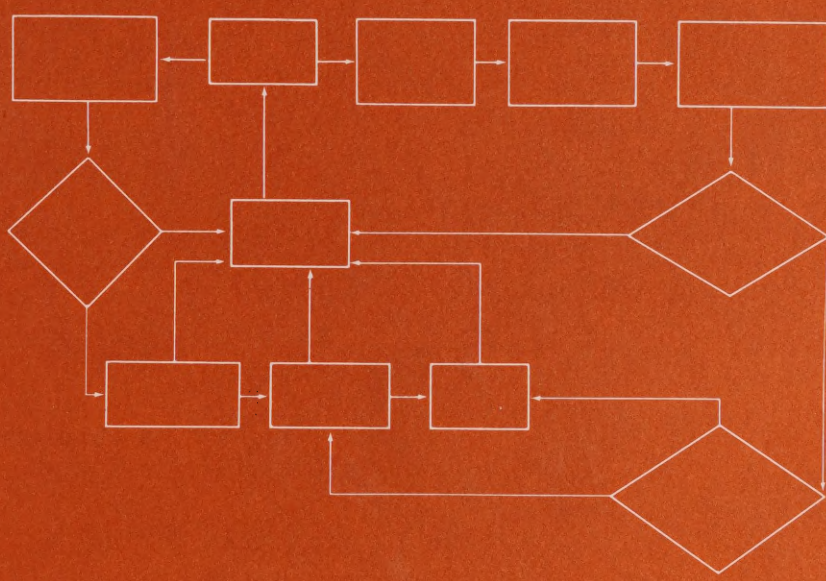



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MONITORING GUIDELINES

An Approach to Monitoring Official Plans





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**MONITORING GUIDELINES — AN APPROACH TO MONITORING
OFFICIAL PLANS**

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PREFACE

One of the main purposes of an official plan is to set out a municipality's general development policies. Traditionally, the emphasis has been on the formulation of policy with not enough attention being paid, in many cases, to the practical side of plan implementation. There is a need, therefore, for a link between the making of a plan and its implementation. This link is provided by a monitoring system which continuously reviews the relevance of the assumptions on which the plan is based and evaluates the effectiveness of the policies and the subsequent decisions to achieve the plan's objectives.

The purpose of these Guidelines is to enable municipalities to set up a basic monitoring framework. The proposed framework is designed to be simple, practical, flexible and capable of evolving over time, in order to take into consideration the wide-ranging needs and resources of Ontario municipalities.

We would like to stress the fact that any municipality that wishes to set up a formal monitoring system as suggested in these Guidelines should begin slowly and carefully. At first, a municipality should identify only its major areas of concern and develop a monitoring program limited to those areas.

It should be noted that monitoring is essentially a learning process. The suggested approach can become more sophisticated as a municipality is able to utilize better and broader data resources, develop more advanced analytical techniques and establish a stronger integration between monitoring and decision making.

Although these Guidelines outline only an approach to the monitoring of official plans, it can be adapted to the monitoring of other municipal corporate activities. It is hoped that the monitoring of official plans will provide useful input and complement the decision making process at the municipal level.

We would appreciate being kept informed of efforts to use the suggested monitoring framework.

G. Keith Bain
Director
Local Planning Policy Branch

January, 1982

1. INTRODUCTION

Monitoring can best be defined as an “activity which enables one to define and manage change.” Monitoring is capable of detecting relevant changes in background conditions and determining whether or not these changes are significant enough to warrant corrective action. Monitoring also determines whether or not the process itself is functioning properly by relating the outcome of the process with expected results and making necessary adjustments. This activity continually reduces the gap between outcome and performance criteria.

In any organization, there is usually a plan which represents what the organization wants to achieve and the manner in which it intends to achieve its objectives. Decisions are then taken based on the plan. The plan is based on the *perceived* understanding of the present environment and of future changes. If this understanding were perfect, the plan would remain valid at all times. However, our understanding of both present conditions and future changes is far from perfect.

It is clear, therefore, that there is a need for a link between the making of a plan and the taking of decisions. This link is provided by the monitoring process which on the one hand reviews, on a continuous basis, the changes and the significance of the background conditions on which the plan is based and on the other hand evaluates the effectiveness of policies and decisions to determine whether the objectives of the plan are being achieved.

In Ontario, official plans form the basis for decisions to regulate land use. In the past, however, invariably the emphasis has been placed on the making of these plans and not so much on evaluating their effectiveness.

The Ministry of Municipal Affairs and Housing, in its efforts to promote sound planning practices in Ontario, is concerned that official plans are not being adequately “monitored” to keep them responsive to changes in the assumptions and forecasts on which they are based and to evaluate the effectiveness of their policies.

In order for these plans to remain valid and practical, the monitoring activity should be capable of collecting, storing, analysing and disseminating pertinent information on a continuous basis. It should also be able to identify and evaluate the significance of any new issues that may crop up from time to time. This is the subject of these Guidelines.

The purpose of these Guidelines is to enable municipalities to set up a basic monitoring framework. The suggested approach is designed to be simple, flexible, practicable, and capable of evolving over time. The approach is simple in its concept and flexible enough to be of value to a wide range of municipalities. The framework does not require a sophisticated data base or other resources to initially set it up. Using the framework, a municipality can set up a very modest base for formal monitoring as a first step. Gradually, with experience, learning and a stronger data base, it can move to enlarge its monitoring activity.

The following sections of this report discuss monitoring and its role in planning, and a suitable framework for monitoring official plans.

The focus of these Guidelines is the monitoring framework, that is, a suitable approach for monitoring official plans. Whereas it discusses the kind of information and criteria necessary for monitoring, it does not deal with the problems of data banking or analysis techniques.

2. WHAT IS MONITORING?

This section discusses the role of monitoring in relation to planning and its application to official plans prepared under the *Planning Act*.

Many people view monitoring as the collection solely of statistical information. A good deal of this activity is essentially pragmatic in response to immediate information needs. However, no matter how sophisticated this information system might be, it does not in itself constitute monitoring because it does not enable a municipality to improve its decision making process—an essential outcome of monitoring. The information to be of value must be evaluated and interpreted and passed on to decision makers, i.e. council.

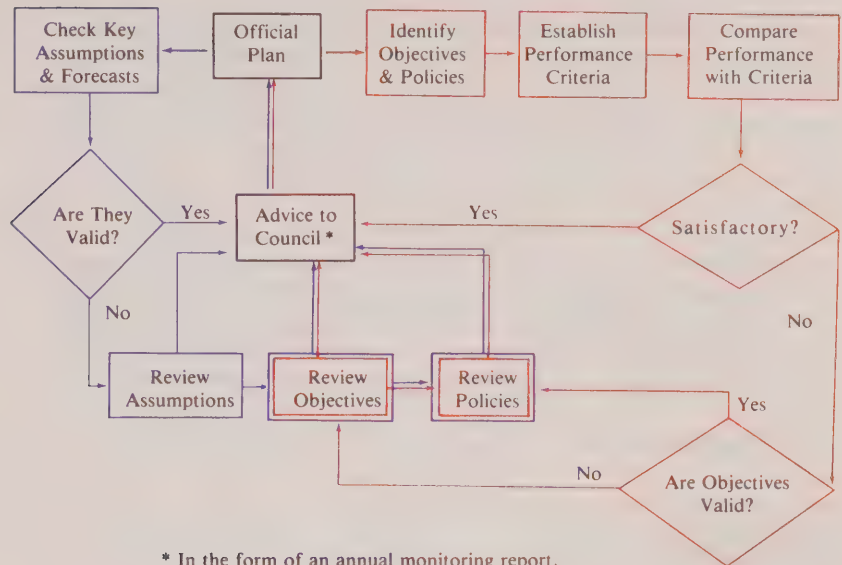
The concept of monitoring as it is practised in many organizations is much broader than data collection. It is viewed as an essential and integral component of the decision making process. Monitoring involves the collection of predefined data and information, the evaluation of alternative actions to correct divergence and advice to council on the appropriate action to take. Monitoring is therefore an important part of the continuous review of the plan since it keeps track of the effectiveness of policies and the validity of key assumptions and forecasts on which the plan is based. Thus a typical monitoring system will have the following basic elements:

- i) Data collection;
- ii) Data evaluation and comparison with plan objectives and assumptions;
- iii) Identification of actions required to correct divergence between plan intentions and plan performance;
- iv) Dissemination of results to decision makers; and
- v) Plan amendment.

It should be noted that the design and scope of an individual system will depend upon the particular circumstances and characteristics of each municipality. However, any monitoring system must embody the above steps. In this context, it is the concept of “feedback and control” that must form the basis for the design of a monitoring system.

Effective monitoring is dependent upon the ability to identify the effects of policies and implementation programs and to evaluate these against a set of performance criteria which complement the objectives and goals of a plan. If performance falls short of expectations, then steps must be taken to modify programs and, if necessary, to change policies in order to rectify the situation. At this stage, objectives may also be reviewed in response to any changes in the assumptions and forecasts of the plan. The following figure explains the concept of feedback and control as it can be applied to the review of an official plan.

Monitoring Steps in The Review of An Official Plan



2.1 Importance of Performance Criteria

Monitoring in planning is a constant process of evaluating events and decisions against a background of shifting trends and values. The fact is that monitoring, to be effective, should not only keep track of what is being achieved through policies and programs and compare it to what the plan set out to achieve in the first place; it must also evaluate background conditions (i.e. assumptions, trends) on which the official plan is based. The two aspects are equally important and an ideal monitoring system would ensure that they are taken into account.

Effective evaluation of the objectives, policies and implementation programs against performance criteria is dependent upon the extent to which performance criteria are clear and quantifiable. This is usually quite difficult. For example, an objective to provide adequate public housing might be evaluated in terms of the number of public housing units constructed in a given time period. However, the policies to achieve this objective might be aimed at a number of socio-economic groups such as senior citizens, low income families, single parent families, etc. It is relatively more complex to define how conditions for each of these groups have changed and whether the implementation programs are in harmony with these changes.

Similarly, in the monitoring of objectives and policies to satisfy housing demand, both population and household size are related factors. A change in one may not be significant if it is balanced by a corresponding change in the other factor. Effective monitoring, therefore, would require quantitative and timely information on many related factors.

Therefore, the concept of defining objectives and some broad performance criteria, and maintaining a course of development to achieve them through a feedback and control action process, would not be sufficient. It is also important to understand the interrelationship of various factors and to have clearly defined criteria to reflect that understanding.

3. THE PROPOSED MONITORING FRAMEWORK

An official plan is basically a policy document. Since assumptions and forecasts on which plan objectives and policies are formulated change with time, it is necessary to keep the plan under constant review and make necessary adjustments. The proposed monitoring framework as described in this section is designed to enable a municipality to carry out this review.

The purpose of the proposed monitoring system is to identify whether:

- i) The basic assumptions and forecasts upon which an official plan is based have changed;
- ii) There are new issues facing the municipality;
- iii) The objectives need to be altered;
- iv) The policies are being implemented; and
- v) The policies are in fact achieving the objectives of the plan.

All these matters should be covered in an annual report (the suggested format of which is described later in this section) to the council, with recommendations on actions to be taken including any amendment to the plan that may be necessary.

It is obvious that in order to monitor effectively, both the basis of the plan and the results of implementation must be evaluated at the same time in order to determine if any alteration to the plan is required. To carry out this task in a systematic way it is suggested that a municipality take the following key steps:

- 1. A systematic breakdown of the official plan into its assumptions, objectives and policies;
- 2. Development of leading indicators and key questions (performance criteria);
- 3. Identification of data needs;
- 4. Preparation of monitoring schedules;
- 5. Determination of monitoring priorities;
- 6. Analysis and interpretation;
- 7. Monitoring of non-specific items; and
- 8. Preparation of the monitoring report.

The results of the first three steps can be conveniently documented in the form of monitoring schedules, described in detail later. Although individual municipalities may choose to use their own method of documentation, the use of schedules is suggested because they have the following advantages:

- i) All factors are in one place; and
- ii) Relationships between various elements can be clearly shown.

Once the appropriate schedules have been prepared they will provide the basis for all the monitoring activity, the action programs and the input to the monitoring report. However, before describing the format of the proposed schedules, the first three steps are discussed in more detail.

3.1 Systematic Breakdown of the Official Plan

An official plan is composed of three basic elements:

- *Assumptions and forecasts* which form the basis and the background conditions upon which goals, objectives and policies are formulated.
- *Goals and objectives* which represent desired states to be achieved. The terms “goals,” “objectives” and sometimes “aims” are all very similar. For simplicity, only the term objectives is used in this report.
- *Policies* which indicate the manner in which a municipality intends to act in order to achieve its objectives.

Many official plans already use a format in which assumptions, objectives and policies are set out clearly. However, in some plans the distinction is not made and, in fact, they may contain confusing objectives and policies. For effective monitoring, however, it is essential that assumptions, objectives and policies are clearly identified.

Assumptions are the basis on which an official plan is prepared. Certain assumptions may be very explicit and quantitative, such as those regarding population growth rate, age and sex structure, household size, employment rates and car ownership, etc. Other assumptions may be qualitative in nature, such as public tastes, lifestyles, and social values. Finally, many assumptions are embedded in the plan but are not made explicit by the plan makers. For example, assumptions regarding the political climate at various levels of government, and the degree and basis of support for certain programs by various public and private agencies, may never be made explicit in the plan. However, such assumptions are important and should be recognised in a monitoring exercise. This aspect is dealt with in Step 7: “Monitoring of Non-Specific Items”

It is impossible to identify all the factors which go into formulating the assumptions on which various official plans are based. Therefore, only key assumptions need be identified.

The following are the major factors that are usually common to most official plans. A municipality would need to go over its plan thoroughly and isolate all key assumptions for documentation in a monitoring schedule. Typical factors in the formulation of assumptions are:

- Major trends and forecasts*, e.g. population growth, age and sex, structure of population and employment, economic growth, industrial structure, household size, income, social attitudes, availability and cost of energy and other resources.
- Policies and programs* of other levels of government and neighbouring authorities which may have a direct impact on the achievement of local objectives. For example, certain improvement schemes may only be realized if grants are made available to the municipality.
- Financial resources* of the municipality which will affect virtually

every activity. Assumptions regarding financial health and growth must be recognized.

Once a plan's assumptions have been recognized and isolated, the next step would be the recognition of major *objectives*. Objectives represent the ideal state or quality of life desired by a community.

An official plan may contain numerous objectives. Some objectives are vague and cannot be easily monitored. For example, an objective "to ensure that adequate institutional, educational and cultural facilities for all interest groups are provided for" is difficult to monitor. Objectives of this nature should, if possible, be refined and narrowed in scope before they are incorporated into a monitoring schedule. If an objective cannot be refined or must remain vague because a municipality does not want to commit itself to a more specific objective, it should not be included in the monitoring schedule unless it is a very important objective. Clear cut objectives such as "to achieve a total population of 45-50,000 by 1985" or "to increase the use of public transportation" are easier to monitor.

Finally, some objectives can only be assessed qualitatively. For example, if the objective is "to enhance the image of the municipality" it may be difficult to know quantitatively whether the objective is being achieved. However, objectives of this kind can be dealt with in the final analysis and in the monitoring report on the basis of personal opinions and press information. It is probably best, especially at the outset, to concentrate only on the monitoring of *major* objectives which can be assessed quantitatively.

With respect to the identification of major *policies*, it is important to note that there is often some confusion between official plan policies and objectives. For example, in one official plan a policy is stated as "to accept housing as a basic social need, so that a variety of housing, according to need, will be made available." The same statement could easily represent an objective of the municipality "to achieve adequate housing for its people."

It is suggested that in the exercise of isolating objectives and policies in a plan, only those statements which represent a clear cut objective, such as "to achieve a certain level of population, to increase the use of public transportation, or to preserve prime agricultural lands" should be included as objectives. All other statements which simply indicate the *manner* in which a municipality intends to act should be classed as policies.

In any official plan, policies would comprise a major portion of the text. Usually each major policy area such as housing, transportation, environment, etc. is covered in a separate chapter. For monitoring purposes, the sequence of the major policy areas can be kept the same as it appears in the official plan. However, each policy should be allotted a specific number so that it could be referred to in the monitoring schedules.

3.2 Development of Leading Indicators and Key Questions (Performance Criteria)

The foregoing section described how an official plan can be broken down into its assumptions, objectives and policies. The purpose of the monitoring exercise is to ensure that assumptions remain valid, objectives are being met and that policies are being implemented as intended and are achieving the objectives of the plan.

In order to ensure that *assumptions* remain valid, they must be checked regularly. It is necessary to develop one or more leading indicators corresponding to each key assumption and watch for any changes in the indicators. For example, if an assumption is made that “the rate of natural increase in the population will decrease in the future,” then the corresponding leading indicator could be the rate of natural increase/decrease for the municipality. Similarly, if the assumption is made that “the municipality will continue to enjoy a healthy economy,” then the corresponding leading indicators to watch for could be the average wage, unemployment rate, etc.

There will not be a clear indicator for every assumption. Some assumptions are vague, very broad in nature or can only be judged qualitatively. For such assumptions, it is best to use personal judgement and/or information, such as press reports, to evaluate them.

In order to ensure that *objectives* are being achieved, a municipality would have to develop key questions which will correspond to each objective in the plan. A municipality would also have to establish what answers are required to show that objectives are being achieved. For example, if the objective is “to achieve a population level of 45 - 50,000 in 1981,” the key question could be “are there 45 - 50,000 people in the municipality this year?” Similarly, if the objective is “to provide adequate employment opportunities” the logical questions could be: “What employment opportunities are there for the residents of the municipality? Do they meet the needs of residents?”. If an objective is “to promote the use of public transportation” the key questions could be: “How much use is made of public transportation? How efficient is it? How does it compare with the situation a year ago?”

In order to monitor *policies*, it is important to specify for each policy the information required to assess, in the future, whether each policy is being implemented and whether the changes taking place are those intended. Then, a key question can be developed, the answer to which will show how far the policy is being implemented. For example, for a policy “to encourage growth of light industries,” key questions could be “How much industry was attracted to the municipality in the past year? What portion of this was light industry? How much light industry was attracted to neighbouring municipalities?” If the policy is “to enforce provincial noise standards,” key questions could be “Have any subdivisions been approved where the noise level exceeds the standards? Why were exceptions granted?” For a policy “to discourage development on prime agricultural land,” a corresponding question could be “How much development has taken place on Class I and II agricultural land in the past year?” Similarly, for a policy “to direct growth to designated growth areas,” the questions could be “Have we approved any new development outside growth areas? What is the percentage of this growth to the total growth? Why were exceptions made?”

3.3 Identification of Data Needs

In order to monitor changes in the leading indicators and to provide answers to key questions, data must be collected and analysed. The amount of information needed for monitoring will vary from one municipality to another. However, some examples of the type of broad information required for monitoring each major policy area is given below for general guidance.

Employment and industry	Information may be needed on the total numbers and locations of jobs and the number in the various sectors of industry; male and female employment rates; unemployment; industrial land availability and job densities; and the rate of attraction of new firms. Monitoring may also review the effectiveness of incentives and any policy changes of federal, provincial and regional bodies, (e.g. decisions on the future of airports, railroads, new towns, etc.).
Settlement pattern and housing	The calculations of housing requirements may have to be checked regularly in light of changes in the total population, age groups, household sizes, house completion rates, land availability, and the needs of the public and private sectors.
Transportation	The impact of traffic upon urban areas or the effects of improved facilities on the use of public transportation may have to be measured, as well as the extent to which improvement of the roads, or the provision and management of parking facilities, are meeting the needs of industry, commerce and the public.
Education, social services and health	Statistical information regarding type, location and use of various facilities may be needed.
Shopping and commerce	The estimates of expenditures in shops, annual turnover, floorspace distribution, shop sizes, turnover/floorspace ratios, the impact of major developments inside and outside the municipality, shop vacancies, changes of use, and trends in office developments may have to be checked continuously.
Sports, recreation and tourism	The provision of major sports facilities and sites for outdoor recreation may have to be kept under review. The growth in tourism and the adequacy of tourist facilities may also have to be monitored.
Minerals	The demands upon the mineral resources may have to be reassessed regularly in light of production trends and government policies. The adequacy of reserves for meeting these demands may have to be monitored by updating information on the scale and quality of

	reserves allocated for extraction in the official plan. Information on the existence of other reserves may also have to be kept up to date by a regular review. Factors such as the impact of extraction on housing areas, the amount of land affected, the rates of extraction and restoration, and traffic generation may be used to review regularly the adequacy of the plan's proposals for avoiding an overall increase in the adverse effect of mineral working on the environment.
Environmental management	In environmentally sensitive areas, periodic checks could be made to determine whether the landscape quality is being maintained.
Agriculture	A close check may have to be kept on the quality of agricultural land used for development and the reasons for development.

A municipality would have to clearly identify its data sources to meet its needs for the performance criteria developed. This involves the identification of the type and sources of information and its other attributes and *not* the actual collection. What is required at this stage is identification of the type and the sources of information and its other characteristics, such as:

- Frequency i.e. daily, monthly, yearly, etc.
- Availability i.e. dates
- Time lag between the period it covers and the time it is available
- Base date
- Assembly problems e.g. its reliability, difficulty in obtaining (e.g. confidential, restricted), incompatibility.

Typical sources of information will be the census, Statistics Canada, provincial ministries, local authorities, private agencies and data generated in the course of the formulation and implementation of plan policies and programs. In some cases the information required may not be available at all or it may be so unreliable as to render it useless. In such cases it may be necessary to undertake a survey to get the required information. However, it is usually a very costly step and is only justified in special circumstances.

3.4 Monitoring Schedules

Once the plan has been broken down into its constituent parts, and the items of information and data needed to evaluate the validity of plan assumptions and the effectiveness of plan policies have been identified, the next step is to consolidate the information into a format which will form the basis for actual monitoring work i.e. allocating priorities, analysis and interpretation and the determination of actions to be taken.

Although there are other approaches, the preparation of *schedules* is recommended because they provide the simplicity and flexibility necessary for monitoring.

At least two schedules are needed. The first lists all the assumptions and is designed to check their validity. The second is designed to determine if the objectives are being achieved and to check whether or not the policies are being implemented as intended. The following describes the two schedules in more detail.

1. Assumptions Schedule

As it was explained earlier, assumptions fall into three categories i.e. major trends and forecasts, policies and programs of other levels of government and financial resources available to carry out intended programs. This schedule sets forth the items and source of information required to monitor each assumption. (A format for this schedule is shown on the next page.) It should be remembered that only key assumptions should be listed in this schedule in order to keep the monitoring work manageable. Assumptions which are not explicit or are of minor importance need not be included in this schedule.

The schedule is self explanatory. Once prepared, it will serve as a basis for selecting and organising specific monitoring actions. Priorities indicated in the schedule could be changed when and if necessary. Most of the monitoring work would depend upon whether the required information can be obtained in time for analysis and input to the annual report.

2. Objectives & Policies Schedule

This schedule is designed to bring together objectives and policies—their relationships, the kind of information required to assess whether objectives are being achieved, and policies are being implemented. The schedule on pages 12 and 13 shows a format with some random examples. The actual schedule would list all major objectives of the plan broken down into major areas (such as housing, transportation, etc.) and all policies which contribute to each objective.

This schedule establishes for each objective the questions, answers to which would determine whether objectives are being achieved and which policies are directly concerned. The schedule also specifies for each policy the information required to assess whether each policy is being implemented and whether changes taking place are those intended.

3.5 Determination of Monitoring Priorities

An important part of the monitoring schedules is the determination of priorities. High priority monitoring items should be selected on two accounts:

- i) That the data required is easily available and can be effectively used; and
- ii) That the item to be monitored is so important that data must be collected immediately for its monitoring.

The items for immediate monitoring will likely be decided initially on the basis of Item (i). There would be many other important items, as suggested in Section 3.7: “Monitoring of Non-Specific Items,” which a

ASSUMPTIONS SCHEDULE *

Key Assumptions	Leading Indicators	IDENTIFICATION OF DATA NEEDS							Comments
		Source	Frequency	When Available	Base Date	Problems of Assembly	How Reliable?	Priority	
The rate of natural increase will decrease for Canada, Ontario & the municipality	Rate of natural increase/decrease on all levels	Census	5 year period	1982	1976	Some boundary adjustments may be needed	Fairly reliable	High	
That the municipality wants a slower rate of growth	Local attitudes toward growth	Public opinion surveys Private agencies	N/A	N/A	N/A	Could be costly & time consuming	Reliable if survey done properly	Medium	
That the municipality will continue to enjoy a healthy economy	Unemployment rate, average wage, no. of jobs in various sectors	Statistics Canada Ministry of Treasury & Economics	Monthly	April	1980	N/A	Fairly reliable	High	
The ratio of women in the work force will increase	Ratio of female/male jobs in all sectors	Statistics Canada Ministry of Treasury & Economics	Periodic	April	1980	None	Fairly reliable	High	
There is an overriding concern to protect the quality of life in the municipality	Type and range of cultural and recreational facilities	N/A	N/A	N/A	N/A	N/A	N/A	Low	Exercise can only be done crudely or based on a survey
Agriculture will continue to dominate the land use and economic base of the town	Agricultural acreage in active use	Ministry of Agriculture & Food	Annual	September	1980	None	Reliable	High	

* Note: Examples in this schedule are purely hypothetical.

OBJECTIVES/POLICIES SCHEDULE*

IDENTIFICATION OF DATA NEEDS													
Major Objectives	Performance Criteria (Key Questions)	Items of Information Required	Policies Affected	Performance Criteria (Key Questions)	Items of Information Required	Source	Frequency	When Available	Base Date	Problems of Assembly	Reliability	Priority	Comments
Population To achieve a population of 45-50,000 in 1985	What is the population?	Totals of resident population	1. To attract new jobs 2. To ensure sufficient amount of residential land to accommodate target growth	How many jobs attracted in various sectors? Is there sufficient land currently available?	Number and location of jobs by sector Current industrial land availability	Ministry of Treasury & Economics Survey	Periodic	April	1980	Data excludes self employed	Fairly Reliable	High	Expensive Information also available from Min. of Treasury & Econ. Information also available from Min. of Treasury & Econ. Information also available from Min. of Treasury & Econ.
				How much residential land is currently available in each sector?	Population in major centres	Census	Yearly	June	N/A	Time	Good	High	
					Institutional population	Census	5 Year Period	On Request	1976	Boundary adjustments needed	Reliable	High	
					Average household size	Census	5 Year Period	On Request	1976	None	Reliable	Medium	
					Vacancy rate	Statistics Canada	Monthly	N/A	1979	Boundary adjustments	Reliable	High	
					Housing starts	Statistics Canada	Monthly	N/A	1979	Two months time lag	Fair	High	
					Housing densities	Statistics Canada	Monthly	N/A	1979	Two months time lag	Fair	Medium	
					Current housing land availability	Local Data	Six months	September & March	1977	None	Very Reliable	High	
					Current housing stock	Local Data	Six months	September & March	1977	None	Very Reliable	High	
					Housing development location and reasons	Local Data	Six months	April & October	1978	None	Very Reliable	High	
Transportation To promote increased use of the public transportation system	How much use is being made of public transportation? How does it compare with the situation a year ago?	Total no. of riders	12. To allow new residential development which can be served by public transportation 18. To ensure that new subdivisions minimize danger and nuisance from traffic & facilitate the use of public transportation.	How many developments have been approved that do not have a satisfactory access to public transportation?	Relationship to road network & public transport.	Planning Applications	Continuous	N/A	1976	None	Very Reliable	High	
				Does the design of new subdivisions minimize nuisance from traffic and facilitate the use of public transportation?	Assessment of approved housing layouts compared with standards in design guidelines	Planning Applications	Continuous	N/A	1976	None	Very Reliable	High	
												High	

OBJECTIVES/POLICIES SCHEDULE*

IDENTIFICATION OF DATA NEEDS													
Major Objectives	Performance Criteria (Key Questions)	Items of Information Required	Policies Affected	Performance Criteria (Key Questions)	Items of Information Required	Source	Frequency	When Available	Base Date	Problems of Assembly	Reliability	Priority	Comments
Resources To ensure that designated sand and gravel deposits in the municipality are available for use & that pits are restored to an acceptable condition after use.	Has any development been approved on mineral deposits?	Amount of designated mineral area lost to development	52. To protect unnecessary sterilization of mineral deposits by development.	Has any sterilization of mineral land been caused by other developments?	Amount of development in or near designated areas of mineral deposits.	Approved planning applications	Continuous	Quarterly	1980	None	Very reliable	Low	Need to define what developments constitute sterilization
	What is the progress on restoration of land after use?	Amount of land restored after use.	53. To favour extraction of minerals from designated areas	How much mineral workings exist outside designated areas?	Location of all mineral proposals Environmental land lost to mineral extraction	Planning applications Survey	Continuous Yearly	N/A N/A	1980 N/A	None None	Very Reliable Very Reliable	High Medium	Some problems with defining impact
			35. No mineral extraction to be permitted in designated environmentally sensitive areas, or prime agricultural land.	Amount of agricultural and environmentally sensitive land lost to mineral extraction?	Agricultural land lost to mineral extraction	Survey	Yearly	N/A	N/A	None	Very Reliable	Medium	Survey needs careful design

*Note: Examples in this schedule are purely hypothetical

municipality would want to monitor but for which the data may not be immediately available. In such cases specific action programs must be initiated in order to obtain the necessary data. Such a program may entail special efforts to extract data from a source in the shape and form needed or require a new survey. As the system gets established it would be possible for a municipality, in the future, to undertake monitoring work for items of medium or low priority. Incidentally, the ranking system of "high", "medium" and "low" priorities would have to be revised at the end of each year to reflect the changes that may have taken place.

Once it is decided what specific assumptions, objectives and policies need to be monitored, it will be necessary to have a system which can store the incoming information and from which it can be retrieved for subsequent analysis. Methods of storing and retrieval of information are separate subjects which are not described in this report. A municipality would have to work out its priorities and scope of analysis, etc. according to the financial and human resources available to it. For a large municipality a formalised computer based data system will likely be used. For a small municipality a more modest data collection and retrieval system would be quite adequate. As the cost of computers is rapidly decreasing, it is expected that even the smaller municipalities will be able to set up a computer based data system in the future.

3.6 Analysis and Interpretation

This is probably be the most difficult part of the monitoring process. Most of the information that can be obtained will be raw in nature. In order to evaluate changes in the leading indicators and to answer the key questions, the incoming data will have to be analyzed and interpreted.

Basically, interpretation involves knowing when an identified change is significant to warrant an action. For example, in calculating housing demand both population and household size are related factors. A change in one may not be significant if it is balanced by a corresponding change in the other.

Interpretation also involves evaluating all the changes detected and balancing the impact of any actions needed to correct the situation on all related policies. In this manner a final best course of action can be arrived at which will form the basis for the annual monitoring report.

3.7 Monitoring of Non-Specific Items

The framework described in the previous sections is designed to identify the characteristics, type, purpose and data requirements needed to monitor selective objectives and policies in the official plan. The framework is also designed to check whether policies are being implemented as intended and whether they are achieving the aims of the plan, and at the same time keeping a check on the validity of basic assumptions and forecasts.

No matter how comprehensive the framework of the monitoring system, there will always be factors which, consciously or otherwise, will not be under constant surveillance. These may constitute assumptions regarding the political climate at various levels of government, the degree and basis of support of various public and private agencies for certain programs, or new important issues that may have cropped up more recently or even abruptly. Unforeseen changes in such factors could have implications for the planning strategy. In order to take this into account, information is needed that is wide ranging and often highly qualitative.

This type of information should be collected to detect such changes and provide an early-warning system to those implementing the planning strategy, on the basis of which detailed follow up work can be undertaken, and priorities in the framework could be adjusted. This detailed follow up work would determine if any adjustment to the strategy is necessary.

The information sources for this are basically the news media, professional contacts and public participation. The following describes how to use these three sources for the best results. Only selective information need be collected since there is the danger of being overwhelmed by the amount of information generated. The challenge lies in sifting out the important information from the bulk of unimportant, unrelated or non-useful information. For effective control, the following method of obtaining and interpreting the potentially useful information is suggested.

i) Press Clipping

A weekly file of relevant clippings from newspapers and magazines should be prepared and circulated to all staff members. A monthly staff monitoring meeting should discuss the information circulated within the month and any other personal observations made by staff members during the period. Conclusions of each meeting should be recorded for input to the annual monitoring report and any other detailed action which may be considered necessary.

The basic idea behind this exercise is two-fold: (a) to draw attention to emerging issues and the identification of any change in the priorities in the monitoring schedules, and (b) to keep a record of potential issues which may not be important enough at the present stage for action but which could “flare up” in future. Such issues can be recorded on cards for future reference. For example, cards could indicate:

- Issues having significant potential for becoming important and which should be looked into regularly;
- Issues having some potential for becoming important, and which should be reassessed at some specified future date; and
- Issues with apparently low potential.

ii) Professional Network Building

This would include all information that can be obtained through external dealings and activities of the staff. The information gathered through formal and informal external contacts, i.e. meetings, workshops, seminars, conferences, could be brought into one place and discussed at the monthly meeting described above.

The net results from these two activities could be summarized in the form of a quarterly “Monitoring Bulletin” which in turn would serve as one input to the annual monitoring report.

iii) Public Participation in Monitoring

Although the procedures described in the above two components would help to identify and provide factual information relating to non-specific items, and thus any changes to be made to the strategy,

public participation must be provided before making important changes to the official plan. Public participation would ensure that the monitoring system is producing the results which would be acceptable to the public at large.

The major problem in public participation is to resolve how often and in what manner it should be done. Public participation can be costly and time consuming and a full fledged public participation exercise may only be possible when there is a formal plan review.

3.8 Monitoring Report

The results of monitoring should be presented in an annual report. The information collected on the assumptions, objectives and policies schedules would have to be analyzed and interpreted to answer the five basic questions identified on page 4. The annual report, in answering these questions, would identify if and when any changes to the official plan should be considered.

In the preparation of the annual report, inter-departmental meetings will be necessary to discuss specific items where the interests of other departments are concerned.

A target month for the drafting of an annual monitoring report should be specified taking into account factors such as when most of the information required is available for collection and subsequent analysis and any other priorities or time constraints that a municipality might wish to take into consideration. However, it is best if the annual report is drafted during the same month every year to provide continuity to the whole exercise.

Once the report is prepared it should be considered by the planning board or committee. The annual report to the planning board or committee should also be reviewed by an appropriate management team to provide an opportunity for considering the corporate implications of the results of the monitoring. After the report has been passed by the council, it should be sent to key agencies and to other levels of government for their comments.

The first annual report should be as brief as possible. It should report only on the most significant new facts which have emerged during the recent past and on progress in implementing policies and programs. Basically, the annual report will identify changes, decisions and actions that have taken place during the preceding year, which are significant to the official plan and will enable specific conclusions to be drawn. It will give the earliest possible warning and allow the council to consider whether any changes are needed in the official plan or any other of its programs.

3.9 The Format of Annual Monitoring Report

The official plan is usually structured in a series of policy areas such as settlement pattern, transportation, social services, environment, etc. It is probably best to keep the same format in the annual monitoring report for ease of comparison.

The report should be very brief and highlight the most important findings in each major policy area. It should contain no analysis (just the results of analysis) and preferably no photographs unless they are absolutely essential to show a significant finding. It is essential that the report present the findings as factually and unbiased as possible. Where subjective view-

points must be presented, it should be clearly stated that they have limited or no statistical basis. This would ensure the credibility of the monitoring report and its usefulness as a basis for decision making.

A suggested layout of the report is given below.

1. Introduction

The introduction should include the general background of the monitoring work, and any other relevant comments on progress or problems of the monitoring work.

2. Plan Basis and Context

This section should bring into focus the results from the assumptions schedule. It should also discuss any matters identified in Step 7 “Monitoring of Non-Specific Items” and their relevance to background conditions on which the plan is based.

Overall, this section should discuss relevant significant changes in the national, provincial and other municipal authorities’ policies, emergence of important trends, and changes in the financial health of the municipality. The matters covered should relate to the major policy areas such as economy, housing, industry and transportation. This section should discuss the important changes that have taken place in these areas with respect to policies and trends, that warrant a change in the assumptions and forecasts and relevant objectives of the plan.

3. Policy Implementation

This section of the monitoring report should constitute the bulk of the report. In this section each major policy area should be dealt with separately and should discuss:

- i) Progress on policy implementation; and
- ii) Basis for review of policy.

The information collected in the objectives/policy schedule would be the primary source for this discussion. The “progress on policy implementation” would discuss how far policies and programs were implemented during the year in light of significant changes as identified in Item 2 “Plan Basis and Context”, and whether the changes that have taken place are those anticipated. If the changes are not those anticipated, there should be a discussion of the extent to which this was due to external factors such as assumptions and trends behind the plan or the lack of effective policies, management or enforcement problems. From this analysis and interpretation of change, a “basis for review of policy” can be established.

Typical items for discussion in this section may include:

- i) Changes in total population;
- ii) Employment conditions in major sectors and future prospects;
- iii) Industrial land requirements;
- iv) Residential land requirements;
- v) Settlement and road pattern;
- vi) Education, social and health services;

- vii) Distribution of shopping in major shopping centres and core areas;
- viii) Sport, recreation and tourism facilities;
- ix) Mineral extraction;
- x) Preservation of prime agriculture lands; and
- xi) Protection of the environment.

4. Summary

This section should summarize conclusions from previous sections and outline recommendations. The monitoring exercise may reveal where changes may be required in a number of significant areas. Although it may not be possible to take specific action on all areas, this section should outline the best course of action and alternatives under given circumstances.

This section should also discuss in clear terms the pros and cons of various alternatives. This section should clearly specify:

- i) Major conclusions and recommendations;
- ii) Alternative courses of action;
- iii) Recommended actions; and
- iv) Recommended changes, if any, to the plan, relating to:
 - (a) Assumptions and forecasts
 - (b) Objectives
 - (c) Policies.

It may be suitable to reproduce the summary section as a separate leaflet for wider circulation and comment.

An example of an annual monitoring report is in the Appendix.

4. IMPLEMENTATION OF MONITORING FRAMEWORK

It has been suggested in this report that the proposed framework is intended to be very flexible and that municipalities should gradually develop their own framework based on their priorities, resources and specific circumstances. This section outlines some of the most common problems associated with the implementation of a monitoring framework and some suggestions on how the transition from the present situation to the monitoring of plans can be effectively undertaken.

Three areas have been identified which are closely linked to the implementation of a monitoring framework. They are:

- i) The nature of the Ontario planning system;
- ii) Phasing and incremental development of a monitoring system; and
- iii) The development of a monitoring sub-system to ensure that monitoring is being implemented as desired and is meeting the needs as anticipated.

4.1 The Nature of the Ontario Planning System

Although many aspects of the Ontario planning system would play a part in the implementation of a monitoring system, three distinct aspects are discussed here. They are:

- a) Plan making process;
- b) Plan approval process; and
- c) Plan implementation process.

A. Plan Making Process

The plan making process in Ontario is geared to producing a rather static plan. However, planning is dynamic and the content of a plan must reflect this dynamism. The plan should be structured so that it is capable of being monitored. In present plans, there are two major problems. The first is related to content and the second to the relationship between various policies contained in a plan.

In order that official plan elements can be effectively monitored, they must be laid out in an explicit manner and format. At present many official plans have a mixture of confusing statements and policies that because of their vagueness, cannot be monitored. Problems of this nature could be eliminated later when a major review of the official plan is undertaken.

Very few policies in an official plan stand on their own. Usually they are linked to other policies in a complex manner. Thus, before an adjustment to a policy can be recommended, it has to be evaluated in its proper context. This requires considerable understanding of how the various parts of the plan relate to each other. Many of the relationships and values in a plan may never be made explicit by the plan makers causing subsequent problems during implementation. In order to adjust policies to accommodate new information, it would be necessary to rerun part of the original plan making process. In this respect, the full participation of the municipal staff in the original plan making exercise, documentation of techniques involved, and data system and logic used and proper understanding of subtle values and assumptions embedded in the plan, is very essential.

B. Plan Approval Process

In order to receive full value out of a monitoring exercise, it is essential that a municipality incorporate the identified changes into its plan with minimum of delay.

C. Plan Implementation Process

The major implementing tool of an official plan in Ontario is zoning. Implementation of a plan through zoning has certain disadvantages for monitoring.

Zoning was not originally designed to implement planning strategies. Its main function was to relieve nuisance, protect property values and ensure that basic standards were maintained. By its very nature it is rigid and precise. Planning on the other hand is flexible and subtle. Certain results from the monitoring exercise may require adjustments to the strategy of a kind which cannot be successfully translated into and implemented by a zoning by-law.

The second problem with zoning relates to the way zoning by-laws are prepared and approved. A rigid system involving full public participation and approval for each new by-law and its amendment can again prove to be a barrier to making timely and desired adjustments to the strategy.

In brief, the nature of the Ontario planning system has certain implications for the implementation of a monitoring framework. These implications should be understood in the implementation and evaluation of a monitoring framework.

4.2 Phasing and Incremental Development of a Monitoring System

It is unrealistic to expect a municipality to launch an operational monitoring framework in a matter of one year or two. It is a gradual process. Monitoring is also a learning process and for best results it will take many years of committed effort and development.

The framework proposed in this report could be used as a starting point to develop a specific municipal monitoring framework. The principles would not change much but the manner in which various monitoring actions are taken and the resulting monitoring process would vary greatly from one municipality to another.

As a first step, it is important that municipalities bring into focus the major policies and objectives of their plan and the key assumptions on which their planning strategy is based. Next, the data requirements related to monitoring of key assumptions and major policies should be outlined along with their sources. Third, the available information should be analyzed, and interpreted to answer the five basic questions outlined on page 4. Finally, everything should be summarized in an annual monitoring report that would provide the basis for recommending adjustments to the plan.

Gradually, from this basic effort the system can be enlarged. The data base can be strengthened and, if necessary, a data base system could be set up separately in which information can be stored and manipulated as required for monitoring purposes. Similarly, both schedules of the monitoring framework could be enlarged to accommodate more detailed

issues. The output of the monitoring system would also improve in the form of more comprehensive annual monitoring reports and quarterly or even monthly monitoring bulletins. With experience and an improved monitoring system, a planning strategy could be kept under constant review and reflect the aspirations of the public at large.

Incremental development of a monitoring system by a municipality would also require gradual administrative changes in the allocation of responsibilities and functions. In a large municipality it may be necessary to set up a core monitoring group of members from various departments which would be responsible for the synthesis of all the information and the preparation of the annual report. Gradually a full-time monitoring team may be required to handle the increased workload.

It is also suggested that, where possible, at the beginning of each year the scope of the monitoring work to be undertaken be decided upon by a general consensus in the department and a time-table be drawn up to keep track of the monitoring work and the preparation of the annual report.

4.3 Development of Monitoring Sub-System

The framework proposed in this report is quite rudimentary. As a municipality gains experience in its implementation, the framework may be further developed to take advantage of emerging opportunities and an increased understanding of the system. Once the framework is working, it will be very useful to develop a sub-system to evaluate the performance of the monitoring system itself. This can be done at the end of each review period (e.g. once every year).

The purpose of such an evaluation is three-fold:

1. To determine progress and to check if the system is producing results as anticipated.
2. To find ways in which it could be further improved.
3. To stimulate learning and innovation.

In order to achieve these objectives, two types of reviews are proposed i.e. an internal review and an external review.

An internal review, to be done once every year, would examine each major element of the monitoring system (i.e. data collection, evaluation, and communication of advice) to determine whether desired results were achieved and, if not, what problems arose, how they were dealt with and how they can be resolved in the future. The same group which is implementing the monitoring system should get together, after the annual monitoring report is prepared and sent to council, to review the tasks performed in the preceeding year and the way monitoring should be carried out in the following year.

This kind of formal review will keep everyone interested and provide an opportunity for learning and innovation for those implementing the system, although most of the learning and actual evaluation will take place during the operation of the system. A performance evaluation report could also be prepared for the purpose of external review.

The purpose of an external review would be to get objective comments from those involved in similar tasks in other municipalities or jurisdictions. The performance evaluation report could be sent to such agencies for their comments. This would provide the necessary external input, and keep the monitoring team abreast of progress and problems faced by others in the same situation.

APPENDIX

Example of an Annual Monitoring Report

This report is the 1981 annual monitoring report prepared by Durham County Council, England, subsequent to the preparation of their Structure Plan. The approach used by Durham County is fairly straightforward and shows how the results of monitoring can be presented in a concise and easily understood manner. It is expected that the report will assist municipalities in the preparation of their first annual monitoring report which, in most instances, would likely not be as comprehensive but only deal with a limited number of major areas of concern.



STRUCTURE PLANS
ANNUAL REPORT
COUNTY DURHAM 1981

Durham County Council



1 INTRODUCTION

- 1.1 This is the first Annual Report on the Durham County Structure Plan and Darlington Urban Structure Plan since they were approved by the Government with effect from 18th February 1981.
- 1.2 It deals with the key changes and decisions affecting the aims and policies of the Plans in the year 1st April 1980 to 31st March 1981. Where information is not yet available for this period, the latest known facts are given. In some cases, later significant figures are also given.

2 AIMS AND STRATEGY

- 2.1 On all but five of the 19 aims of the Structure Plans there has been some progress and no significant setbacks. Of particular interest, more job opportunities have been provided in the rural west (Aim 3), several new bypasses and traffic management schemes have reduced the impact of traffic (Aim 6), major shopping schemes have been opened in three of the County's major centres (Aim 8), and more sport and recreation facilities have been provided throughout the County (Aim 16).
- 2.2 In great contrast, however, Aim 1 - sufficient jobs for between 600,000 and 610,000 people in County Durham - is not being achieved. The 1981 Census population of the County is almost exactly at the mid-point of this range, but there are 8,000 fewer jobs in 1980 than in 1979 and the overall unemployment rate has risen to 15%. There are now, therefore, insufficient jobs to support a stable population with tolerable unemployment levels. Unless more jobs are created the County's population will decline or high unemployment will continue.
- 2.3 Aim 2 seeks to reduce the population decline of eastern and western Districts. This appears to be happening in Wear Valley and Teesdale, but losses in Derwentside and Easington have continued unabated. Easington District would now need to increase in population if it were to achieve the adopted estimate for 1991. In Derwentside the effect of recent very heavy job losses is not yet apparent and even more serious problems of decline may arise. Industrial assistance as well as transport and landscape improvements are being concentrated in these areas but, unless more jobs for these Districts are created, population decline will continue.
- 2.4 Aim 4, to provide for the greatest number of people the best possible range of opportunities, is bound to

be affected by the current national recession and cut-backs in public expenditure. The area in which Aim 4 is most in danger of not being achieved seems to be Derwentside, where both Consett and Stanley are losing population.

- 2.5 Aim 9 has not been fully achieved in 1980/81, in that the overall adverse impact of mineral working has increased with the approval by the Government of four opencast coal sites to which the County and District Councils objected because of their damaging environmental impact.
- 2.6 Finally, Aim 12 seeks the best use at all times of the resources available which is certainly not happening with 40,000 of the County's workforce currently unable to put their abilities and skills to use because of the economic recession and depressed public and private expenditure.
- 2.7 The conclusion to be drawn is that the aims and strategy of the Plans are still valid for the time being but that employment prospects may make them much more difficult to achieve.
- 2.8 **RECOMMENDATION 1: THE AIMS AND STRATEGY OF THE STRUCTURE PLANS SHOULD NOT BE CHANGED AT THIS STAGE.**

3 NATIONAL AND REGIONAL CONTEXT

- 3.1 The deterioration of the country's economy is well known. The worst of all the dire statistics for 1980/81 is that the number of people unemployed reached 2.5 million (10.4%) in May 1981 and has now increased to 2.7 million (11.6%) in August 1981. Only a few years ago, the prospect of one million unemployed seemed unthinkable.
- 3.2 The Northern Region continues to fare worse than the country as a whole. Unemployment rates reached 14.1% in May 1981 and have since increased to 15.6% in August 1981. The third "State of the Region" report now issued by the County Councils in the Region confirms the generally very unfavourable position:
 - * There has been a major decline in industrial investment both nationally and in the Region.
 - * The Region has not benefited from many of the recent national 'rescue' operations for specific industries. Indeed, the closure of Consett steel works was part of the national steel industry 'rescue'.
 - * The help which local authorities and new towns provide

to industry is being hindered by Government expenditure cut-backs.

- * The Region depends more heavily than the rest of the country on manufacturing industries.
- * There appears to be increasing centralization of service industries away from the Region.
- * Employment fell sharply (by 3.1%) between 1979 and 1980, including a decline in service employment for the first time since 1974.
- * Unemployment has risen very sharply in the Region, to the highest level since the 1930s.
- * The number of unemployed young people (under 18) in the Region rose by 50% between January 1980 and January 1981.
- * The future prospect is for a continuing decline in jobs, an increase in the labour force, and increasing unemployment.

3.3 In contrast with a slight increase in the national population (0.1%) the Region's population declined (-0.2%) between mid 1979 and mid 1980.

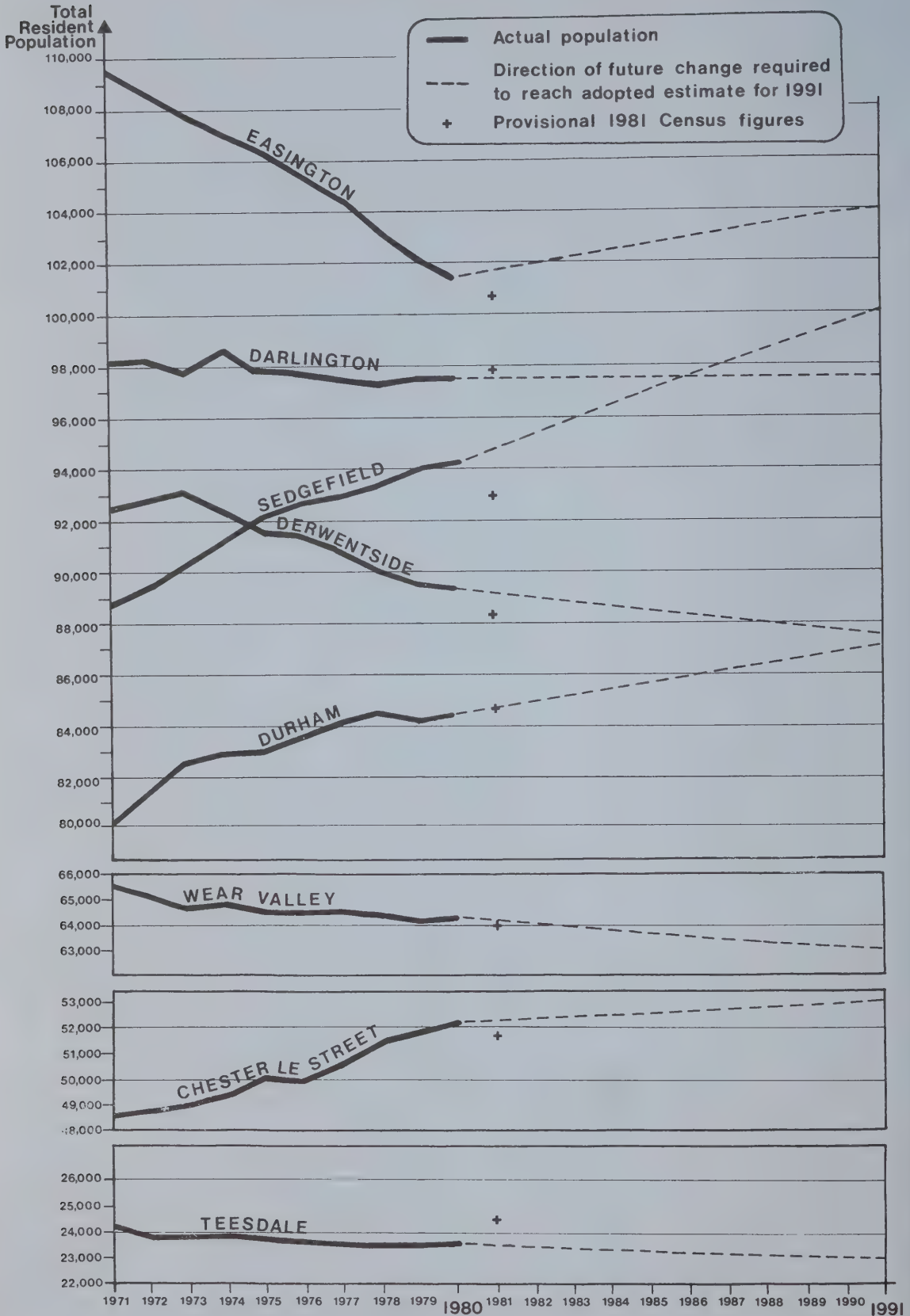
4 POPULATION AND EMPLOYMENT

TOTAL POPULATION

4.1 The County's usually resident population increased slightly, following several years of decline, to an estimated 607,700 in 1980 (Appendix 1). The population is ageing, however, with 2,900 fewer school-age children than in 1979 and 2,500 more people of working or retirement age.

DISTRICT POPULATIONS

- 4.2 Of the four central Districts, Chester le Street, Durham and Sedgfield all grew in population and the slight decline in Darlington appears to have stopped. (Figure 1 and Appendix 1).
- 4.3 In the west, where population losses have persisted for decades, Derwentside's decline in 1979/80 has been offset by slight increases in Wear Valley and Teesdale.
- 4.4 The eastern district, Easington, continued to lose population in 1979/80 more rapidly than any of the other districts in County Durham.



- 4.5 The first results from the 1981 Census confirm broadly the County Council's estimates of change. They add to the evidence of problems in Easington and Derwentside Districts and suggest that Sedgefield has not grown as quickly as expected. Publication next year of accurate Census figures will assist a full analysis of how each District has fared since 1971 and what its prospects are.
- 4.6 **RECOMMENDATION 2: POPULATION FORECASTS SHOULD BE EXTENDED TO 1996 IN THE LIGHT OF THE FULL RESULTS OF THE 1981 CENSUS AND TAKING INTO ACCOUNT THE PREVAILING ECONOMIC SITUATION.** (It may be necessary to review the target populations in the light of these forecasts).

TOTAL EMPLOYMENT

- 4.7 Although the performance of County Durham's economy between 1976 and 1979 was better than expected (Figure 2 and Appendix 2), estimates made by the County Council suggest that between June 1979 and June 1980 the number of jobs in the County fell by nearly 8,000. This represents a loss of over 3% of the County's jobs in a single year, almost twice the national average. It is the worst post-war fall in County Durham, even taking into account the 1967/68 period of rapid pit closures.
- 4.8 The estimated number of jobs in County Durham in June 1980 lies at the mid-point of the County Council's forecasts for the period 1976 to 1981 (Figure 2). Little comfort can be taken from this, however, as there have been major job losses since then, mainly in the manufacturing sector (Paragraph 4.13).
- 4.9 In view of the extremely serious employment position indicated by these estimates, some means must be found for confirming them. It is hoped that a joint survey by County Council, District Council and New Town Development Corporation officers will provide this assessment later this year.
- 4.10 **RECOMMENDATION 3: AN ANNUAL REVIEW NEEDS TO BE MADE OF JOB GAINS AND LOSSES IN COUNTY DURHAM.**

EMPLOYMENT STRUCTURE

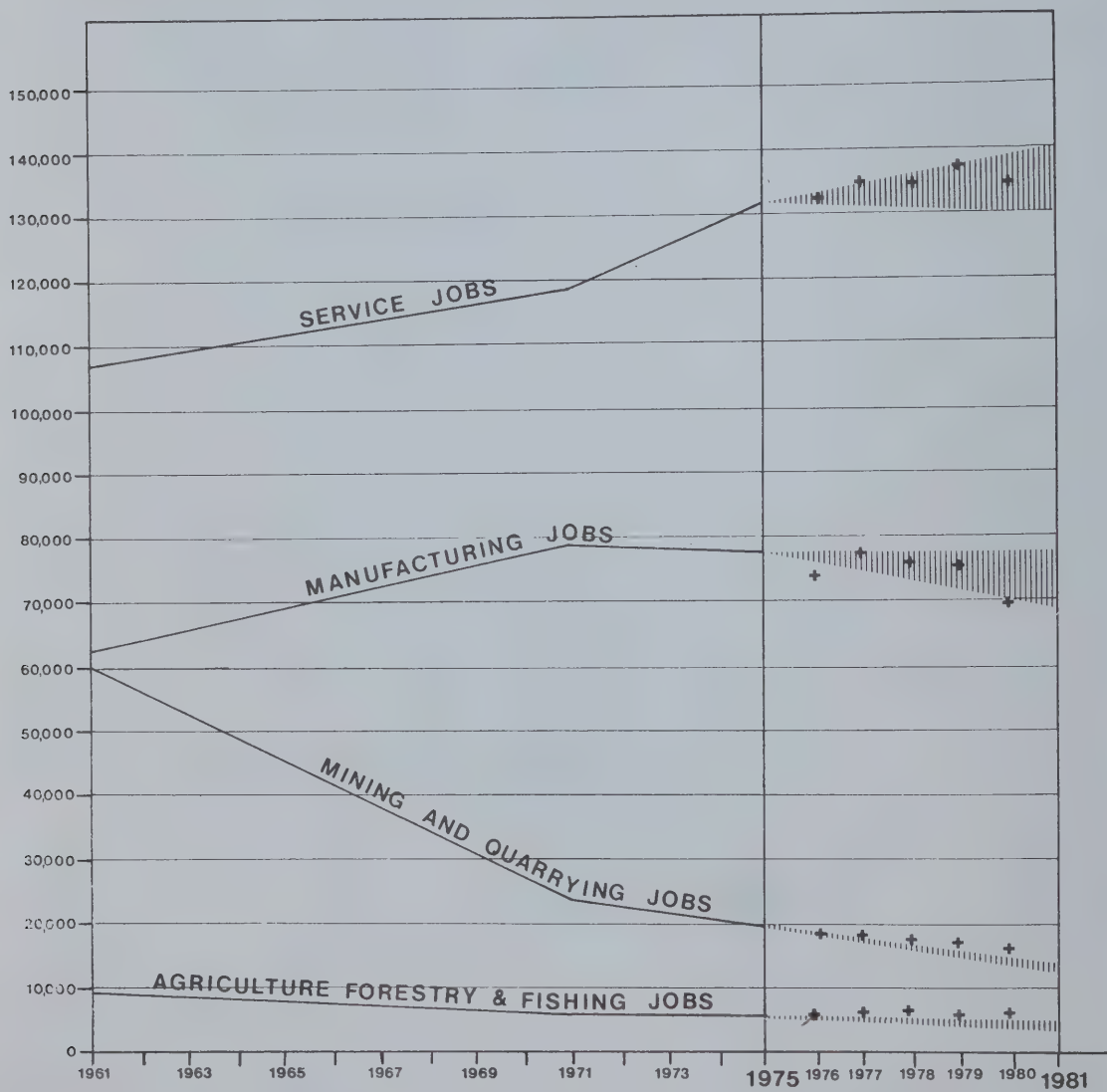
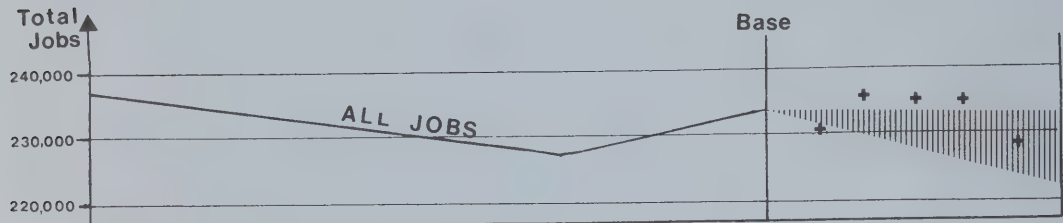
- 4.11 The number of jobs in the agriculture, forestry and fishing sector has changed little (Figure 2 and Appendix 2), as was expected.
- 4.12 Jobs in mining and quarrying in the County as a whole declined slightly, also as expected. Eden Colliery in Derwentside closed in July 1980 and Blackhall Colliery in Easington closed in April 1981, but in both cases the majority of the workforce transferred to other pits.
- 4.13 The manufacturing sector has declined suddenly and swiftly in the County in line with what has happened both regionally and nationally. In 1980 the number of

Jobs in County Durham

Range of jobs
projected for 1981

+ + + + +

Actual jobs (estimated)



jobs in the County was already at the bottom of the range of the number of jobs envisaged for 1981. The County Council estimates that there was a net loss in County Durham of 4,500 or 6% of manufacturing jobs in the year June 1979 to June 1980. In the subsequent six months, a further 7,500 manufacturing redundancies have been reported and these probably understate actual job losses. Known job gains have been many fewer. Nearly half of the redundancies were due to the closure of the B.S.C. Consett steelworks in September 1980. No major new industry was attracted to the County.

- 4.14 In the services sector the continual growth of jobs over several decades ended abruptly in 1980 and the number of jobs in this sector now falls in the middle of the range envisaged. The County Council's estimate is that this sector declined in County Durham by 2,500 jobs, losing half of all the growth since the Plan's base year, 1975. As a source of jobs the performance of the service sector is of vital concern in County Durham.

DISTRICT EMPLOYMENT

- 4.15 In all districts there was, in the years ending June 1978, June 1979 and 1980, a decline in the total numbers of jobs according to the County Council's estimates. This is in sharp contrast to the situation of stability or growth in most districts between 1975 and 1977 (Appendix 3).



Demolition of Consett Steel Works

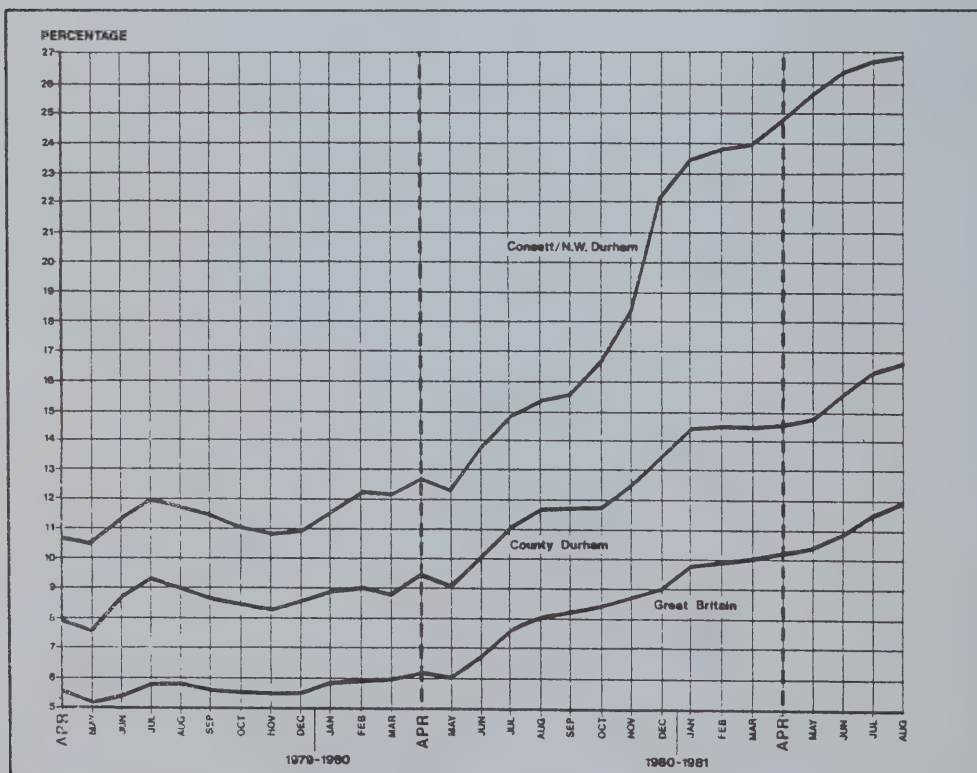
- 4.16 Most of the job losses were in the manufacturing sector, so districts with a large proportion of manufacturing jobs fared particularly badly. Sedgefield, with the biggest manufacturing sector of all the districts, lost at least 2,500 jobs between June 1977 and June 1980.
- 4.17 Since June 1980, known redundancies have included in Derwentside not only 3,500 steelworks jobs but also 1,250 jobs in Ransome Hoffman and Pollard's bearing factory. These and other closures and lay-offs mean that in one year over half of all manufacturing jobs in Derwentside were lost. Sedgefield District had 2,000 reported redundancies but there were no major factory closures. Chester le Street District lost one of its few large manufacturing firms with the closure of Rodney Dresses (250 jobs).

UNEMPLOYMENT

- 4.18 The unemployment rate in the County leapt from 9.5% in April 1980 to 14.7% in May 1981 (Figure 3). This is an increase of 13,000 over the year to 35,000. The rate has since continued to rise, to 16.3% in August, with 4,600 more people unemployed.

3

Unemployment



- 4.19 Most of the increase on the registers in the year is in male unemployment: an increase of 10,200 (70%). Female unemployment increased by 2,900 (40%). The subsequent growth in unemployment up to August 1981 has been borne equally between men and women.
- 4.20 'Real' unemployment, taking account of people (mainly women) who do not register, is estimated to be over 40,000 in County Durham. In addition, the Manpower Services Commission's job creation schemes provided temporary employment for 5,500 people in County Durham at April 1981.
- 4.21 All districts experienced higher unemployment over the year. Derwentside suffered most: unemployment doubled from 4,000 to 8,100 and the rate, at 25.6%, is the worst in the whole country. It has subsequently further increased to 26.9% in August 1981.

PROSPECTS

- 4.22 The conclusion must be that the number of jobs in the short term will be less than the range forecast in the County Structure Plan for 1981 (Figure 2) because of the number of job losses and the lack of new firms coming to the County. The declaration of 'Enterprise Zones' in Hartlepool and on Tyneside may further weaken the County's position. People may once again be forced to move from areas of County Durham which are now suffering from unemployment rates that a few years ago would have been inconceivable.
- 4.23 **RECOMMENDATION 4: NEW EMPLOYMENT FORECASTS SHOULD BE PREPARED, TO LOOK AT THE IMPLICATION OF THE LESS FAVOURABLE SITUATION NOW IN PROSPECT FOR THE NEXT FEW YEARS.**

5 INDUSTRY

INCENTIVES

- 5.1 The changes in assisted area status announced by the Government last year have now reached the intermediate stage. The County Council and the District Council made further representations to the Secretary of State for Industry with regard to Crook and Bishop Auckland but to no avail. As well as the incentives generally available for industry to develop in County Durham, the County Council has made special additional incentives available for the eastern and western areas of the County, to help fulfil the Structure Plan aim of reducing population decline in these areas. In the year 1980/81 special financial incentives were approved for 23 firms (16 in Derwentside) to the value of £155,000.

- 5.2 In reviewing the areas covered by these special grants, it appears that Teesdale is no longer declining in population and now enjoys a relatively low unemployment rate below the national average. In contrast, Shildon's population has declined by 8% since 1971 and it is an employment area where unemployment rates have dramatically increased.
- 5.3 In view of the very serious unemployment problems throughout almost the whole County, it may be worth reviewing the current incentives schemes and the financial resources available.
- 5.4 **RECOMMENDATION 5: THE COUNTY COUNCIL SHOULD RETAIN TEESDALE IN THE AREAS COVERED BY THE SPECIAL EAST AND WEST INCENTIVES FOR THE TIME BEING, UNTIL THE STABLE POPULATION AND LOW UNEMPLOYMENT SITUATION APPEARS TO BE ESTABLISHED, BUT SHOULD INCLUDE SHILDON IN THE AREA COVERED BY THE SCHEME BECAUSE IT HAS BEGUN TO SUFFER FROM THE SAME PROBLEMS AS EASTERN AND WESTERN DISTRICTS.**
- 5.5 **RECOMMENDATION 6: THE COUNTY COUNCIL SHOULD UNDERTAKE A REVIEW OF THE NATURE OF INCENTIVES AND THE FINANCIAL RESOURCES AVAILABLE TO BOTH MANUFACTURING AND SERVICE INDUSTRY IN COUNTY DURHAM.**

MAJOR INDUSTRIAL SITES

- 5.6 The approved Structure Plan, in Policy 1, provides for up to 800 hectares of land for industrial development on major industrial estates up to 1991. In June 1981, there was a total of 829 gross hectares of land available, or to be made available by 1991 on the 19 major industrial estates (Figure 4).
- 5.7 The most significant developments on each of the major industrial sites in 1980/81 were as follows.

Consett No. 1

The first phase of this site has now been completely serviced and work has begun on the rest. A high level of development activity has been achieved: as well as completing the two advance factory units which were under construction last year, a further 23 have now been built by English Industrial Estates (EIE) and more are under construction. Seven units are now occupied, producing beds, textiles, real ale, printed matter and gas pipeline sealants.

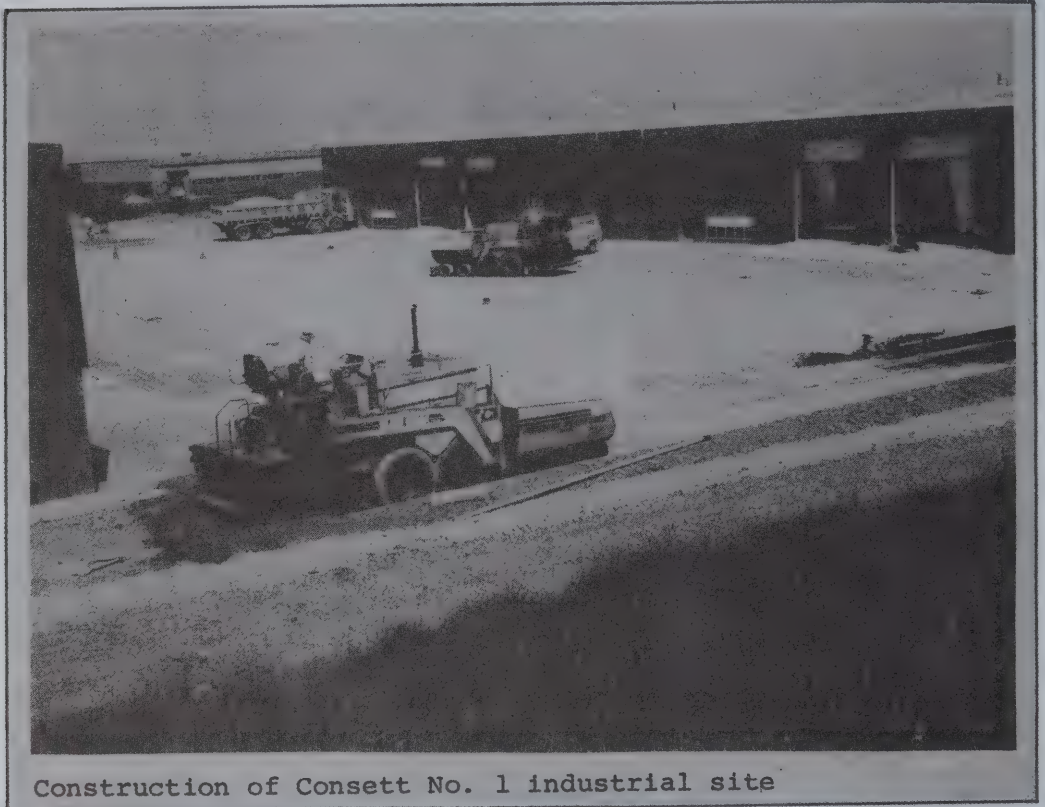
Tanfield Lea

The County Council and the District Council have built 12 small factory units in addition to the four already on the site. Eleven of these were newly let in the year to eight companies with the prospect of creating 150 new jobs over the next three years. English Industrial Estates have built 22 workshop units this year.

Land available or to be made available by 1991 on major industrial sites in County Durham.
Figures relate to June 1981 (areas in hectares)

District	Major industrial site	Land to be available for any prospective developer (net)	Land on offer (net)	Land held for expansion or under legal option (net)	Land with vacant factories available or in course of construction (net)	Estate roads, landscape areas etc. (estimate relating to available land)	Total (gross) available or to be made available by 1991.
Derwentside	1. Consett No. 1	20	1	1	1	11	34
"	2. Tanfield Lea	20	2	6	1	11	40
"	3. Annfield Plain	29	0	0	0	5	34
Wear Valley	4. South Church	18	0	5	0	2	25
"	5. Crook (Thistleflat)	9	0	0	0	0	9
"	6. Willington	28	0	4	0	0	32
The West		124	3	16	2	29	174
Chester le Street Durham	7. Chester le Street	33	0	5	0	2	40
"	8. Meadowfield	38	0	10	0	3	51
"	9. Bowburn	17	0	10	1	2	30
Sedgefield	10. Belmont	8	0	0	0	1	9
"	11. Shildon (All Saints)	28	0	4	0	0	32
"	12. Chilton	11	0	1	1	1	14
"	13. Newton Aycliffe	46	3	22	12	12	95
"	14. Green Lane, Spennymoor	13	0	15	14	0	42
Darlington	15. Yarm Road, Darlington	63	0	18	17	4	102
"	16. Faverdale. Darlington	23	0	12	2	5	36
The Centre		280	3	97	47	30	457
Easington	17. Thornley Station	3	0	0	0	2	5
"	18. Peterlee	41	26	22	24	48	161
"	19. Seaham	32				0	32
The East		76	26	22	24	50	198
County Durham		480	32	135	73	109	829

The Alpine Double Glazing Company have expanded into a second 25,000 square feet unit and will concentrate their whole operation at Tanfield Lea. It is expected that all the land at Tanfield Lea which can be used will be taken up over the next few years.



Construction of Consett No. 1 industrial site

Annfield Plain

The Ransome Hoffman and Pollard factory and surrounding land is now on the market. The line for the bypass of Annfield Plain has now been fixed across the north of the site and is programmed to start construction in 1984/85. The bypass should assist the development of the site.

South Church

During the year the County and District Council built four small factory units in addition to the four already on the site. Three were newly let in the year to firms hoping to create 50 new jobs in the next three years. One firm on the site closed with the loss of 20 jobs. English Industrial Estates have bought 4.8 hectares from the County Council and built two advance factories of 5,000 square feet, one of which is now let.

Crook

No progress has been made with the development of this site.

Willington

English Industrial Estates are negotiating the purchase of 3½ hectares of land.

Chester le Street

The Drum Industrial Estate has new owners and the diversion of Road A693, now nearly complete, should make this estate more attractive to developers. Two new developers have been attracted to the site in the last year. Planning permission for the remaining estate roads has been given.

Meadowfield

Following Black and Decker's occupation of a vacant factory last year, there has been no further industrial development.

Bowburn

Nestlé's regional warehouse has opened, but no other development has taken place.

Belmont

The County Council has carried out landscape improvements on the undeveloped part of this site.

Shildon (All Saints)

Sedgefield District Council has not been able to make any progress in acquiring this land due to capital expenditure restrictions.

Chilton

Sedgefield District Council built and let six nursery factories during the year. A further eight are under construction. The District Council also started the construction of their new central depot on the site. The Advanced Lubrication Company has built a 5,000 square foot factory and two further estate roads have been built by the County and District Councils.

Newton Aycliffe

The Development Corporation completed 26 nursery units ranging from 1,600 - 2,500 square feet and nine larger advance factories of 10,000 - 23,000 square feet. Construction also started on a further 22 units; three

private schemes were either started or completed. The extension to the Designated Area to include Heighington Lane is still being considered by the Secretary of State. A site of about 4.5 hectares has been allocated for a Waste Transfer Station at Heighington Lane.

Green Lane, Spennymoor

The Carreras Rothmans factory is now in production and already provides several hundred jobs but the remainder of the Courtaulds factory still remains vacant. The County and District Councils have made landscape improvements on the site.

Yarm Road, Darlington

The Cleveland Bridge and Engineering Company is in the process of transferring its entire operation to a new purpose-built factory at Yarm Road. The route of the Darlington Southern Bypass announced by the Department of Transport reduces the gross area of the site by 13 hectares.

Faverdale

The closure of the Skillcentre has made an additional building available for industrial use.

Thornley Station

The Development Commission completed four advance factories in September 1980. Three firms which occupied Council nursery factories on the site closed during the year with the loss of nine jobs. A waste treatment plant to serve the eastern part of the County is under construction.

Peterlee

During 1980/81 the Development Corporation constructed a 100,000 square foot factory for Optilon Limited. In addition 385,000 square feet of advance factory units were completed and a further 140,000 square feet was under construction. In April 1981 the Secretary of State for the Environment turned down an application by Peterlee Development Corporation to extend the industrial area of the new town northwards by about 160 hectares.

Seaham

The County Council's application for an industrial estate on 32 hectares of land at Seaham Grange was approved on 6th October 1980. The County Council is now seeking to buy the site.

- 5.8 Although the number of jobs attracted to the major industrial estates has been a less than assumed in the Structure Plan, there has been a reasonable level of

development activity on some major industrial sites in County Durham bearing in mind the prevailing deep economic depression. It is worth noting however that most of the development which has taken place is as a result of public expenditure and further progress may be more difficult in the future. There are some sites on which little progress has been made and their state of preparation needs to be examined.

- 5.9 There have been intensive efforts in Derwentside by Government departments, the County and District Councils and by BSC (Industry) to provide land and buildings attractive to industrial developers. It may be possible to create further industrial land by the £10 million reclamation scheme now in progress on the steelworks site. The efforts by all agencies to create jobs in Derwentside have resulted in the attraction so far of projects with a total potential of up to 1,100 jobs. However, some 10,000 new jobs may be needed to restore the District's unemployment level to what it was when the steel works closure was announced (11%). It is essential that industrial land is made ready to provide for the scale and pace of job creation which is realistically feasible for Derwentside District.

- 5.10 **RECOMMENDATION 7: THE STATE OF PREPARATION OF INDUSTRIAL LAND IN DERWENTSIDE DISTRICT AND OTHER SITES ON WHICH LITTLE PROGRESS HAS BEEN MADE SHOULD BE EXAMINED.**

SMALL INDUSTRIAL SITES

- 5.11 New small industrial sites have been established at Stella Gill and Cold Hesledon and factory units have been constructed on a number of other sites. The Development Commission has constructed six factories in the Rural West and 12 factories in the Rural East. Policy 2 required the provision of small industrial sites conveniently located for major centres, towns and villages. At present 94 such sites have been identified. All but 19 of the towns and villages which the County Council feels are suitable for housing development are within five kilometres (three miles) of one of these sites. Most of these 19 villages further away are in the south Teesdale/ west Darlington area.
- 5.12 **RECOMMENDATION 8: THE COUNTY COUNCIL SHOULD EXPLORE WITH DISTRICT COUNCILS WAYS OF PROVIDING SMALL INDUSTRIAL SITES IN AREAS OF GREATEST NEED.**

INDUSTRIAL DEVELOPMENT IN THE COUNTRYSIDE

- 5.13 In 1980/81 there were 22 proposals for new industrial development in the countryside. Twelve were refused because they did not need to be in the countryside for mineral working, forestry or agricultural reasons (Policy 4), but two of these were subsequently approved on appeal to the Secretary of State. The other 10 were approved, two in accord with Policy 4 and eight for

special reasons justifying each as an exception to the policy.

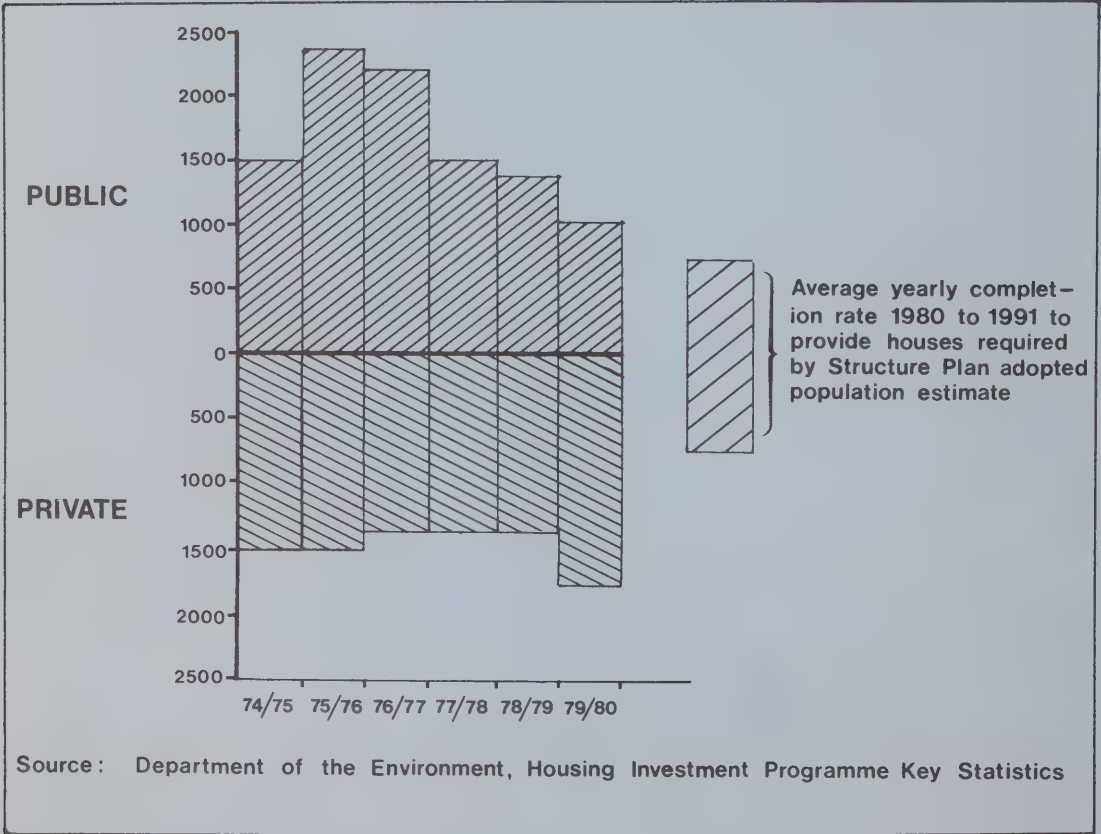
6 HOUSING AND SETTLEMENT PATTERN

HOUSING PROGRESS

- 6.1 In the year ending 31st March 1980 over 2,600 new houses were built in County Durham, slightly more than in the previous year. Public sector building fell by 26% (Figure 5) but private building increased to make up the numbers.
- 6.2 Increased proportions of private building took place in Wear Valley, Easington, Teesdale and Darlington Districts. Against the trend, in Durham District the public sector

5

House building, County Durham



share of all house building increased but this was due to the construction of houses by the Home Office. In two Districts, Derwentside and Sedgefield, fewer houses were built than in the previous year as a result of significantly lower public sector building rates.

- 6.3 During the rest of 1980, total house building is known to have decreased by 40% compared with the same period in 1979. This more recent period shows the effect of the recession on private builders: 44% fewer houses were built and 67% fewer houses were started.
- 6.4 The Structure Plan expected that Newton Aycliffe would grow more than any town in County Durham. In 1979/80 300 houses were built there, the rate needed for the 1991 population estimate approved in the Structure Plan. However, this rate has been more than halved to only 125 houses in 1980/81.
- 6.5 Slum clearance continues to decline in the County with 455 houses cleared in 1979/80, a reduction of 56% on the previous year. It is estimated that nearly one quarter of all the local authority houses in Derwentside have been classed as "difficult to let", a higher proportion than in any other district in the Northern Region.

HOUSING AND LAND NEEDS

- 6.6 To accommodate the total populations in each District in 1991 allowed for in Policies 5, 6 and 6A of the Structure Plan, 13,000 more houses would be needed than existed in 1980. The replacement of about 3,000 houses currently expected by District Councils to be demolished would increase the total of new houses needed to 16,000 (Appendix 5).
- 6.7 There were a total of nearly 19,000 housing plots in County Durham at April 1980, more than enough for the County's overall needs. The County and District Councils have begun a joint study with the National House Builders' Federation to see whether there is sufficient land for private house building over the next five years on the basis of policies and proposals in structure and local plans.

SETTLEMENT POLICY

Major centres

- 6.8 Four of the County's 12 major centres declined in population between 1979 and 1980 (Figure 6). Consett and Stanley each lost 400 people; Peterlee and Durham City not so many.
- 6.9 The losses for Consett and Stanley are all the more serious given that the figures do not yet reflect the effect of the steel works closure. Whilst the two major centres have declined, the population of the rest of Derwentside District has increased. Although this is due to existing commitments it is the reverse of the approved

Total population of major centres and rest of each District, 1979, 1980 and 1991

District	Sub-area	Total population		
		1979	1980	Adopted estimate 1991
Derwentside	Consett/Castleside/Leadgate	32,400	32,000	33,000
	Stanley	18,900	18,500	19,000
	Rest of District	38,400	39,000	35,500
Chester le Street	Chester le Street (town)	21,600	21,800	22,000
	Rest of District	30,200	30,400	31,000
Wear Valley	Bishop Auckland/West Auckland	22,700	23,400	24,000
	Crook	8,300	8,300	9,000
	Rest of District	33,200	32,500	30,000
Durham	Durham City	40,300	40,200	41,000
	Rest of District	44,000	44,400	46,000
Easington	Peterlee/Horden	33,200	33,000	34,000
	Seaham	22,600	22,800	23,000
	Rest of District	46,400	45,800	47,000
Teesdale	Barnard Castle/Startforth	5,700	5,900	6,000
	Rest of District	17,800	17,700	17,000
Sedgefield	Spennymoor	18,500	18,700	19,000
	Newton Aycliffe	25,200	25,300	32,000
	Rest of District	50,200	50,200	49,000
Darlington	Darlington (town)	84,800	85,100	85,000
	Rest of District	12,700	12,400	12,500

strategy for this District and could begin to undermine the range of facilities and services which the two major centres provide; future releases of housing development would make the situation worse.

6.10 In April 1980, Consett, Peterlee, Barnard Castle, Spennymoor and Newton Aycliffe all needed more housing land to provide for the 1991 population levels adopted in the Structure Plan (Appendix 5). Although no major releases of housing land will be allowed in Durham City, more land would be required to accommodate the maximum total population allowed under Policy 6. Some land releases have been made in the subsequent nine months up to the end of 1980, but more will eventually be required for all these towns.

6.11 The largest amount of new housing land in major centres

released over this nine month period was in Darlington (town): 240 plots out of 540 in all the towns. More than half of the new Darlington sites were in the town's inner areas as sought by Policy D3 of the Darlington Urban Structure Plan.

Other towns and villages

- 6.12 The maximum populations set by Policy 6A for the rest of each District outside its major centres can be achieved, except in Durham District, on sites already available at April 1980 (Appendix 5). A further 262 house plots have been approved in Durham District's villages in the subsequent nine months but more will be required.
- 6.13 There were, in April 1980, substantial surpluses of approved housing sites in Derwentside, Wear Valley and Sedgfield Districts outside their major centres but more sites have since been released in all three areas. It is most unlikely that all the land now available will be developed in the next 10 years.
- 6.14 In the nine months up to 1st January 1981, a total of 510 new house sites have been approved in towns and villages outside the major centres. As intended by the Structure Plan, the great majority (420) were in places which the County Council considers suitable in principle for housing development under the terms of Policy 7.
- 6.15 Most (70) of the rest were approved in smaller villages regarded by the County Council as suitable for limited 'infill' development in Policy 8.
- 6.16 The suitability for housing development of some places is to be determined in local plans and Paragraph 9.89 of the County Structure Plan names those which the County Council considers should be decided in this way. In 1980/81 three of these places have been dealt with: the County Council has "certificated" the Annfield Plain Plan, prepared by Derwentside District Council, in which housing development is proposed for West Kyo and New Kyo but not for South Tanfield.

The countryside

- 6.17 In 1980/81 no major housing proposals which would have expanded towns and villages into the countryside were approved (Policy 9).
- 6.18 There have also been 156 known proposals for housing development within the countryside; 26 were approved, mainly for agricultural workers (Policy 12).

Executive housing

- 6.19 The need for executive houses appears to be being met. In the last year sites have been released in Easington, Sedgfield, Chester le Street and Derwentside Districts.

7 TRANSPORTATION

PROGRESS ON MAJOR CAPITAL SCHEMES

- 7.1 Of the five major highways schemes included in the Department of Transport's Trunk Road Programme reflected in the approved Structure Plan two have started, one is programmed to start after 1984 and the remaining two have yet to obtain a programme date.
- 7.2 The rate of progress in implementing construction of major county road schemes has been largely maintained. Of the eight schemes planned to commence in the short term (1978-1983) four are under construction and two are due to start this year. However, on the basis of the present spending levels, the increased cost of some of the schemes and the addition of a major scheme in Darlington which was originally expected to be constructed as a Trunk Road, will extend the programme of County road schemes from 1993 to the year 2000.

TRUNK ROADS

- 7.3 The second annual Roads White Paper, giving the Trunk Road Programme, was published in June, 1980. Construction of Bowes Bypass, which was included in the White Paper to start in 1980 or 1981, commenced in March 1981 and the improvement of Trunk Road A66 between Greta Bridge and North Bitts commenced in July 1981 (Policy 18). A new road scheme, the Darlington Southern Bypass (Policy D7) has been added to the Department of Transport's list of trunk road schemes, programmed to start after 1984. The improvement of Trunk Road A66 between Bowes Bypass and the County Boundary, originally included in the Structure Plan for a start in the short term (1978-1983) has not been included in the Department's list of schemes. It is however anticipated that some parts of this scheme may be constructed, after the completion of Bowes Bypass, from the Regional Controller's minor road scheme funds.

COUNTY ROADS

- 7.4 Five major road schemes were substantially completed and four schemes were started, as follows.

(i) Schemes completed

Seaham Southern Bypass (Policy 31)
A689 Rushyford to Coundon (Stage III) (Policy 26)
A177 Sedgfield to County Boundary (Policy 26)
Bishop Auckland Town Centre (Newgate Street to High Bondgate) (Policy 26)
Bishop Auckland Town Centre (Kingsway to Durham Road) (Policy 26)
A693 Pelton Diversion Stage 1 (Policy 29)



A693 Pelton Diversion Stage 1



Consett Bus Station

(ii) Schemes started

A6072 Heighington Bypass (Policy 24)
A177/B6291 Coxhoe Bypass (Policy 27)
A693 Pelton Diversion Stage II (Policy 29)
A693 Stanley - High Handenhold (Policy 29)

- 7.5 The County Council has adopted a revised programme of roadworks aimed at spending £600,000 per annum on schemes improving access to Derwentside. This will enable Leadgate Bypass to start in 1982/83, three years earlier than planned, and Annfield Plain Bypass to start one year earlier in 1984/85. It will, however, delay starting schemes on Roads A67 Middleton St. George Bypass, B6291 Thinford to Metal Bridge and A693 Pelton Diversion Stage III (Blind Lane).

PUBLIC PASSENGER TRANSPORT

- 7.6 The County Council's third Public Transport Plan for 1981/82 has been published, setting out the Council's policies for public transport over the next five years. It updates the 1980 plan and is to be read in conjunction with it.
- 7.7 The number of passengers travelling by bus in the County declined by about 8% between 1979 and 1980. Reductions in journeys to work occurred because of the national recession and especially the closure of Consett Steelworks. There were two fares increases on National Bus Company routes during the year amounting to 25% overall. In order to contain operating losses 35 of the 240 services in the County were significantly reduced during the year, 18 affecting daytime frequencies and 17 affecting evening and Sunday services. Nevertheless no services have been reduced below the minimum levels in the County Structure Plan (Policy 33), enabling the bus network to be maintained intact.
- 7.8 Revenue support has continued to be provided during 1980/81 but at a slightly reduced level to comply with Government requirements. However, it is to be increased in 1981/82 as the Government has accepted the County Council's bid in the T.P.P. for additional revenue support towards bus services in Derwentside. Even so the financial position of many bus operators continues to worsen.
- 7.9 Train services at Durham have been further improved and, with the financial support of the County Council (Policy 35), services between Durham and Newcastle have been increased by the introduction of an extra mid-day train.
- 7.10 The new bus station in Consett has been completed and came into operation in June 1981. In order to improve facilities for bus passengers in Chester le Street the

County Council is to construct a new bus terminus in the town centre, commencing during 1981/82. Construction of the new shopping development and car park in Bishop Auckland commenced in June 1981 and it is expected that construction of the bus station will begin in 1982/83 (Policy 34).

- 7.11 The integration of bus and rail services has been improved with the extension of bus routes to Durham Railway Station in November, 1980 where a new bus turning circle has been completed.

PARKING

- 7.12 Major changes in parking capacity have occurred in several towns. The construction of a multi-storey car park in Darlington, the redevelopment of other parking areas and further on-street parking restrictions have created a net increase in parking capacity of 291 spaces. A new multi-storey car park constructed in Newton Aycliffe has increased the parking capacity by 296 spaces. Consett has had a decrease of 169 spaces, mainly brought about by the redevelopment of land for the new bus station and shopping centre. Durham City has had a net increase of 132 spaces mainly due to re-opening the Ice Rink car park following the construction of the retaining wall along the riverside. Stanley has had a net increase in parking capacity of 123 spaces due mainly to the opening of several small off-street car parks.
- 7.13 Revised car parking standards for new development have been prepared by the County Council as a guide to the implementation of the parking policies (42-46).
- 7.14 Throughout the County, the non-market weekday parking demand has, on average, increased by 3.3% and there were increases on market days in several major centres. However, there was a significant decrease in Darlington, reflecting the sharp increase recorded last year.
- 7.15 In Darlington the temporary use of the Mount Street car park for overnight lorry parking ceased at the end of June 1981.

RAIL FREIGHT

- 7.16 The County Council has included in its draft Magnesian Limestone Escarpment Plan and in its draft Waste Disposal Plan proposals to protect existing rail connections or land which may be required for such connections (Policy 38). The draft Waste Disposal Plan proposes that transfer and treatment plants are in rail-side locations as far as possible.
- 7.17 Government grants have been awarded towards rail freight facilities so as to avoid a large volume of calcined dolomite being moved by road from Thrislington Quarry to Hartlepool and also towards rail freight facilities aiding the movement of cement between Eastgate and Carlisle.

8 EDUCATION, SOCIAL SERVICES AND HEALTH

- 8.1 The number of children attending County Council primary and secondary schools has continued to decline over the past year, by 2,000 and 700 children respectively. There are now 8,000 fewer primary school children than in 1976 and 1,000 fewer secondary school children which will necessitate a review of the future school provision throughout the County.
- 8.2 Six of the 47 substandard (pre 1903) primary schools in the County have been modernized or replaced in the past year (Policy 50). In addition, the County Council has resolved to close two further substandard primary schools in July 1981 (Mickleton (C.E.) and Leadgate (C.E.)). Thirty-nine still remain to be dealt with.
- 8.3 No more split-site comprehensive schools have been eliminated. Seventeen split-site schools still remain to be dealt with in accordance with Policy 51 and bids for expenditure on three of these are still being considered by the Secretary of State.
- 8.4 At current spending levels, the elimination of split-site comprehensive schools will not be achieved, whilst the replacement or modernisation of substandard primary schools will take 30 years to implement.
- 8.5 Through joint financing between the Area Health Authority and the County Council a new home for the mentally handicapped was opened at Peterlee in October 1980 and a small day centre opened at Barnard Castle in February 1981. The County Council also provided a new district centre attached to the day centre at Barnard Castle. These developments accord with Policies 53, 54 and 55 of the Structure Plan.
- 8.6 The Area Health Authority have completed a new health centre in July 1980 at Stanley.

9 SHOPPING AND COMMERCE

MAJOR SHOPPING CENTRES

- 9.1 During 1980/81 major shopping schemes opened in the centres of major towns at Stanley (Clifford Road: 2,300 gross square metres occupied); and Darlington (East Street: 4,700 gross square metres). New planning approvals were given to major schemes at Bishop Auckland (George Street: 9,200 gross square metres); Peterlee (Broadclose: 5,600 gross square metres); and Newton



Mainstop Superstore, East Street, Darlington

Aycliffe (Town Centre - south-west corner: 2,300 gross square metres). In the fringe shopping areas of Darlington a number of shops serving more than local needs have been established contrary to Policy D.12; however the closure of other shops has resulted in a net loss of shopping floorspace.

OUT OF TOWN SHOPPING

- 9.2 In 1980/81 there were 11 proposals for major new shops outside town centres. Two were approved, both with conditions that comply with the Structure Plan's policies: one for bulky goods only and one for selling only produce grown on the site. Two await decisions.
- 9.3 A do-it-yourself warehouse of 1,800 gross square metres at Whessoe Road, Darlington, refused by the County Council last year, has been allowed on appeal by the Secretary of State. He considered that there was a clear need to further the regeneration of the partly derelict North Road Railway Workshop site and saw no evidence of comparable interest in development solely for light industrial or warehousing purposes. He also took the view that the store would provide a convenient facility.

OFFICES

- 9.4 Major new office developments have been approved at Newton Aycliffe and Peterlee, as Policy 67 seeks. Both proposals form part of larger commercial complexes of shops, a restaurant and a public house at Newton Aycliffe and shops and an entertainment hall at Peterlee. New Land Registry Offices are under construction in Durham City (Policy 127).

10 SPORT, RECREATION AND TOURISM

MAJOR SPORTS FACILITIES

- 10.1 Seaham Sports Centre opened in August 1980, providing a multi-use sports hall and four squash courts. Proposals for a sports and leisure centre in Durham City have been postponed. There are no proposals as yet for Crook and Barnard Castle, the two other major centres which do not have sports centres as sought by Policy 69.
- 10.2 The County Council has provided, in conjunction with the relevant District Councils, for joint use by the community, sports facilities at Shildon Sunnydale Comprehensive School, Chester le Street Park View Comprehensive School, Crook Hartside County Junior and Infant School and in conjunction with the Parish Council, at Belmont Comprehensive School.
- 10.3 No further progress has been made in the provision of swimming pools in major centres according to Policy 69 so there is still a need in Seaham, Spennymoor and Barnard Castle.
- 10.4 A golf course opened at Hobson in Derwentside in June 1980. Five more golf courses are needed in the County to serve the Chester le Street, Newton Aycliffe (development now started), Sedgfield, Spennymoor and Peterlee areas (Policy 72).

RECREATION IN THE COUNTRYSIDE

- 10.5 The picnic area adjacent to the restored Causey Arch is now open and forms part of the proposed Beamish Country Park (Policy 75). Rowley Picnic Area, south-west of Consett, has been completed.
- 10.6 Outside the moorlands and upper Dales, which are protected from all but very limited recreational developments, five developments have been approved, including riding schools, shooting ranges and a tourist railway. Three have been refused because they would have spoilt the countryside (Policy 83) in the opinion of the County Council but one



has subsequently been approved on appeal - five squash courts in an Area of Special Landscape Value at Whitworth near Spennymoor - because the Secretary of State's Inspector considered they would not harm the appearance of that area.

- 10.7 Tourist accommodation in the countryside has been approved outside the moorlands and upper Dales: six chalets at Ireshopeburn, six holiday flats in the former Stanhope Isolation Hospital, a small touring caravan and camping site at Eggleston, an extension for 136 static caravans at Witton Castle and a major hotel extension at New Coundon. Proposals for five touring caravan sites and six holiday cottages were refused.
- 10.8 At the present rate of progress on picnic sites, country parks and other countryside recreation projects it will not be possible to implement all of the proposals in the Plans in this century.

11 MINERALS

OPENCAST COALMINING

- 11.1 During the past year, production of coal from opencast sites in County Durham was 878,000 tonnes (724,000 by Opencast Executive; 154,000 by private operators), only slightly below the agreed annual target of 900,000 tonnes.
- 11.2 In 1980/81 three new National Coal Board opencast sites were authorized by the Secretary of State for Energy (Wooley, Langley and Moss Close) and two more have been applied for (Dunleyford and Hill Top). In all five cases the County Council had no objection in principle.
- 11.3 One National Coal Board application (Daisy Hill) has been refused this year by the Government, after objections by both the County and District Councils because of its damaging effect on the locality.
- 11.4 Thirteen private applications have been considered by the County Council in 1980/81, eight of which were approved, four relating to new sites. Three of these sites were in areas where opencasting would normally be opposed by the County Council, but were accepted in one case to avoid sterilization prior to permanent development, and elsewhere to complete the extraction of coal. The fourth new site, within an area of National Coal Board interest opposed by the County Council, was approved to secure early clearance of dereliction. Of the five proposals which were refused, working would have been too close to houses (Policy 88) in three cases, two of which would also have harmed the landscape even though they were not in "no-go" areas (Policy 91) and the other was in a "no-go" area (Policy 90). The fifth would have meant 'piecemeal' working in the area (Policy 91).
- 11.5 Four appeals against the refusal of permission for private sites were decided in 1980/81. Three of these proposals were contrary to the County Structure Plan. All four appeals were allowed by the Secretary of State; two because of a presumed need for coal, one because it afforded the opportunity for reclamation and one related to modification of the method of working an already authorized site.
- 11.6 The coal reserves in opencast sites already approved are equivalent to about four years working at the agreed annual target level. Further sites will need to be approved to ensure continuity of production at that level within the four year period and beyond. The County Council will therefore continue to consider sites carefully and will, no doubt, approve further sites where working is justified. There is certainly no case, in view of current national and local production levels, for

approving sites which clearly conflict with the objectives of the Structure Plan in terms of their effect on local residents and the environment.

MAGNESIAN LIMESTONE AND DOLOMITE

- 11.7 A major planning application was made at the end of 1979 by Steetley Minerals Limited to extend Thrislington quarry on the grounds that further reserves of high grade dolomite were required to safeguard investment both at the quarry and at the Hartlepool Magnesia plant. The proposed extension conflicted with the Structure Plan since it involved working too close to houses (Policy 88) and also would affect a nationally important site of Special Scientific Interest (Policy 114), but otherwise conformed with the Structure Plan. The County Council, after extensive consultations, decided that a smaller area, providing sufficient reserves for the period up to 1993, could be approved. However, the Secretary of State has since held a Public Inquiry because of the potential effect of the proposal on the SSSI, and a decision is still awaited.
- 11.8 One approval for quarrying 'ordinary' dolomite and Permian sand was given in 1980/81 involving an extension to Crime Rigg quarry. This is intended to bring about a substantial improvement to the environmental impact of



Thrislington Quarry. Broken lines show the extension area acceptable to the County Council.

the existing quarry (Policy 87). The only other proposal, an extension to the Running Waters quarry, was refused because of the lack of demand for dolomite and the damage which it would have caused to the landscape.

AGGREGATES

- 11.9 Recent survey work in the Skerne Valley has shown that reserves of sand and gravel there are not currently economic to work, contrary to earlier information. Thus, of the four areas identified in the Structure Plan for meeting further shortfalls, planning permissions exist in three of them and the fourth is not economic to work. There remains, therefore, a shortfall of between 4.0 and 5.5 million tonnes.
- 11.10 Approval in principle subject to a restoration scheme has been agreed to by the County Council for new sand and gravel working west of the McNeil Bottoms quarry in the Wear valley. This is not in one of the four areas accepted in Policy 94, but will enable full restoration of the existing quarry (Policy 87).
- 11.11 **RECOMMENDATION 9: THE COUNTY COUNCIL SHOULD DETERMINE WHETHER TO IDENTIFY FURTHER AREAS FOR SAND AND GRAVEL WORKING.**

OTHER MINERALS

- 11.12 Approval has been given to four drift mines and to an extension to an existing limestone quarry in Weardale in order to bring about an environmental improvement (Policy 87). The only refusal was for the re-opening of a limestone/ganister/whinstone quarry in Teesdale.

12 APPEARANCE OF THE COUNTY

CONSERVATION

- 12.1 In the last year new Conservation Areas have been designated at Hallgarth (Pittington) and Sherburn Hospital in Durham District whilst Barnard Castle, Shotley Bridge and Durham City Conservation Areas have been extended (Policy 100).
- 12.2 Approval for changing the use of existing buildings in the countryside because of their architectural, historic or visual importance (Policy 109) has been given in four cases, including Soane's Byre near Croxdale and Walworth Castle. Two listed buildings were demolished, in Barnard Castle and Darlington. Ten more buildings have been listed during the same period.



IMPROVEMENT

- 12.3 The County Council has reclaimed 86 hectares of derelict land in 1980/81 compared with its Structure Plan objective to clear 200 hectares per annum and to encourage other agencies to clear a further 80 hectares each year. District Councils and other agencies in fact reclaimed a further 183 hectares so the overall target of 280 hectares was nearly achieved. Seventy per cent of the land reclaimed in 1980/81 lies within Landscape Improvement Areas and Areas of Great and Special Landscape Value or is visible from main traffic routes (Policy 102).
- 12.4 The closure of Consett steel works has created approximately 300 hectares of dereliction. Central Government has provided £10 million for a reclamation scheme which is being implemented by Derwentside District Council with the assistance of the County Council. The scheme will include new sites for industry. Work has started on the first phase.
- 12.5 The County Council continues to press for the Horden experimental pipeline to be extended out to deep water in order to pipe mine waste out to sea instead of dumping it onto the beaches. The Government, however, has not allocated any further money to continue the experiment. In the meantime approval has been given for the Easington Colliery aerial flight and tippler to be replaced by a conveyor belt for disposing of mine waste in the sea.

- 12.6 A total of over 198,000 trees were planted by the County Council and other agencies in 1980/81 on reclamation sites, in Landscape Improvement Areas and in other schemes to improve the appearance of County Durham (Policy 103).
- 12.7 Current spending on conserving and improving the appearance of the County is in accordance with the levels envisaged in the Plan.

IMPROVING DARLINGTON'S PHYSICAL ENVIRONMENT

- 12.8 The 40 hectares of vacant land suitable for industry in inner areas of the town have been reduced by approximately six hectares as a result of the development of the Cleveland Industrial Estate. The Borough Council has also continued its programme of reclamation and landscaping at North Road and along the banks of the River Skerne at Albert Hill.

13 NATURE CONSERVATION

- 13.1 Applications for private waste disposal sites at Middridge and Bishop Middleham quarries, which are both Sites of Special Scientific Interest, have been refused (Policy 114). Proposals for the future working and restoration of Bishop Middleham Quarry are set out in a Draft Magnesian Limestone Escarpment Plan which seeks to conserve the quarry's remaining Magnesian limestone flora.
- 13.2 Part of Thrislington Site of Special Scientific Interest, which is of national importance for its limestone grassland, will be affected if proposals to extend quarrying are allowed although much of the most important parts will be preserved. The result of a public inquiry is awaited. Management of the remaining part of the Site of Special Scientific Interest and the creation of a nature reserve on adjacent land for reseeding and transplanting are proposed to compensate for the loss.
- 13.3 Wingate Quarry in Easington District was designated a Local Nature Reserve in December 1980 (Policy 115). There is public access to the site, which is being managed to conserve its Magnesian limestone flora and other wildlife interest. Negotiations are taking place concerning a proposal to create a Local Nature Reserve at Neasham Brickworks in Darlington District.

14 FINANCIAL RESOURCES

EXPENDITURE REDUCTIONS IN 1980/81

- 14.1 In preparing its Budget for the financial year 1980/81, the County Council acceded to the requests of the Government and reduced its estimated current expenditure during 1980/81 by 4% (£6 million) in real terms. The County Council was deeply concerned about the effect of the economies it had made on the services which it provides and, on 13th February 1980, passed the following resolution:

"This County Council, having, with the greatest reluctance, undertaken reductions in its current expenditure and that projected for 1980/81, views with alarm the possibility that the Government may seek even more financial savings in 1980/81. This Council declares that further reductions in the services it provides for the people of County Durham in 1980/81 would be totally unacceptable and, accordingly, resolves its determination to oppose any such eventuality by every lawful means at its disposal."

- 14.2 The Government on 12th June 1980 asked all authorities to revise their current expenditure plans for 1980/81. In the case of Durham County Council the Government indicated that it would expect a further 2.8% (£4.1 million) reduction in the County Council's estimated current expenditure for 1980/81. In accordance with its resolution of 13th February 1980 the County Council resolved that the additional 2.8% reduction in estimated current expenditure could not be made.
- 14.3 The County Council's annual budget for 1981/82 was in general prepared on a standstill basis in real terms (i.e. the reductions of 3% in current expenditure and 5% in capital expenditure indicated by the Government in its Expenditure Plans were not made). Additional current and capital expenditure of £186,164 and £364,540 respectively (at November 1980 prices) were agreed in respect of schemes to be carried out in Derwentside to alleviate the problems arising as a result of the closure of Consett Steelworks. The County Council also agreed to allocate £600,000 per annum (for a number of years) from within the existing level of capital expenditure for road schemes in Derwentside.

FINANCIAL ISSUES FACING THE COUNTY

- 14.4 The Government's capital expenditure allocation to Durham County Council for 1981/82 was considerably lower than the County Council's estimated requirement and it was only possible for the County Council to maintain the estimated

level of expenditure by, in effect, pre-empting up to 10% of the County Council's capital expenditure allocation for 1982/83. The effect in future years of the 10% pre-emption of the allocation cannot yet be fully ascertained.

- 14.5 In June 1981 the Government indicated that the Council's present level of current expenditure was 6.5% (£11.2 million) above the Government's target and, if no action was taken, the Government intended to "hold back" from the Council £4.716 million of block grant. The County Council has resolved that current expenditure for 1981/82 be reduced by £1.065 million (which can be done without affecting the service that the County provides) and that an additional £350,000 be applied in aid of rates, the balance of the shortfall in grant income being met from the levy of a supplementary precept of 6p in the £. It is likely that in 1982/83 the County Council will be faced with even greater pressure from the Government to reduce expenditure.

15 CONCLUSIONS ON POLICIES

- 15.1 The approval of the Structure Plans by the Secretary of State coincided in time closely with the coming into force of the provisions of the 1980 Local Government Planning and Land Act which increased the responsibility on district councils to seek the achievements of the objectives of Structure Plans. There have so far been few instances of decisions that are contrary to the policies of the Plans. Some progress has been made towards securing the development sought by the Plans but this has been hindered by financial restraints.
- 15.2 Despite the serious problem of high unemployment which may give rise to increased migration in future years, there is no evidence that the policies are not working to achieve the aims and strategy of the Plans. The policies relating to industrial development, however, need to be further strengthened.
- 15.3 **RECOMMENDATION 10: THE POLICIES OF THE STRUCTURE PLANS SHOULD NOT BE ALTERED AT THIS STAGE.**

16 MAJOR FINDINGS

AIMS AND STRATEGY

- 16.1 Progress has been made towards achieving the aims and strategy of the Structure Plans. However, unless more jobs can be attracted, particularly to the eastern and western districts, there will not be sufficient jobs to support the population at acceptable levels of employment. There is no reason at this stage to alter any of the aims of the Plans but employment prospects may make them much more difficult to achieve.

POPULATION AND EMPLOYMENT

- 16.2 The County's population increased slightly to 607,700 in 1980. The greatest population decline has been in Easington where there will now need to be an increase in population to achieve the adopted estimate for 1991. The effect of the closure of Consett steel works and other major job losses in Derwentside is not apparent in the 1980 population figures and serious problems may well arise in future. The results of the 1981 Census will provide an accurate base for the review of population forecasts to 1996.
- 16.3 Between June 1979 and June 1980 the County lost nearly 8,000 jobs, a 3% loss and almost twice the national average. This included a significant loss of jobs in the service sector. There have been further major jobs losses since June 1980, mainly in manufacturing employment. Of the 9,500 manufacturing redundancies in the County in 1980, 5,000 occurred in Derwentside District. Unemployment remains at almost 50% above the national average.
- 16.4 The number of jobs in the short term will be less than the range forecast in the County Structure Plan for 1981. People once again may be forced to move from areas of the County suffering from unemployment rates which are very much worse than in other regions of the country.
- 16.5 Derwentside now has the highest unemployment rate of any area in Great Britain.

INDUSTRY

- 16.6 The incentives offered by the County Council to encourage firms to locate in the east and west of the County should be extended to cover Shildon. The town is now included in the Bishop Auckland Employment Exchange Area where unemployment rates are high and the town's population has declined by 8% since 1971. A general review of incentives to industry in the County is required.
- 16.7 In 1980 there was a total of 829 gross hectares of land

available, or to be made available by 1991, for industrial development on the 19 major industrial estates included in the County Structure Plan. There has been a reasonable level of activity on some sites in the County but reductions in public expenditure may make further progress more difficult. Little progress has been made on some sites and their state of preparation needs to be examined.

- 16.8 There are now small industrial sites identified in locations convenient to 171 of the 190 towns and villages which the County Council considers suitable for housing development.

HOUSING AND SETTLEMENT PATTERN

- 16.9 Both private and council house building rates have fallen dramatically. Slum clearance rates have dropped by over 50% and recent Government statements put future rates into doubt.
- 16.10 Allowing for planned clearance, about 16,000 houses need to be built by 1991 and there is land approved for nearly 19,000 houses.
- 16.11 Four of the County's 12 major centres are estimated to have lost population between 1979 and 1980. The fact that the population in the rest of Derwentside is growing whilst Consett and Stanley are declining may have future implications for the services which these major centres provide.

TRANSPORTATION

- 16.12 In the past year five major County highways schemes have been completed and work has commenced on two trunk road and four County road schemes. Present spending levels will extend the programme of County road schemes from 1993 to the year 2000. It is proposed to spend £600,000 per annum within expenditure levels on schemes improving access to Derwentside. Bus fares have increased by 25% whilst the number of passengers declined by 8%. Although there have been reductions in services, none have been reduced below the minimum levels in the County Structure Plan. An extra train service has been introduced between Durham and Newcastle and bus/rail integration has been improved with the completion of a bus turning circle at Durham Railway Station. Non-market weekday parking demand in the major centres has increased by about 3%.

EDUCATION, SOCIAL SERVICES AND HEALTH

- 16.13 A review of future school provision is necessary because of falling numbers of pupils. At current spending levels the school building envisaged in the Plan will not be achieved in this century. A new home for the mentally handicapped at Peterlee, a day centre at Barnard Castle and a health centre at Stanley have been opened.

SHOPPING AND COMMERCE

- 16.14 Major new shopping developments have been built or approved this year in five of the County's 12 main shopping centres. No out-of-town shopping developments have been approved in the County over the last year.

SPORT, RECREATION AND TOURISM

- 16.15 One new sports centre and one golf course opened in 1980. Three more sports centres and five golf courses still need to be provided to meet the requirements of the Structure Plan policies. No further progress has been made in the provision of swimming pools at major centres. At the present rate of progress on countryside recreation projects it will not be possible to implement all of the proposals in the Plans in this century.

MINERALS

- 16.16 The production of coal from opencast sites in the County in 1980/81 was slightly below the target of 900,000 tonnes. Reserves of sand and gravel in one of the four areas identified in the Structure Plans for meeting shortfalls have proved not to be worthwhile.

APPEARANCE OF THE COUNTY

- 16.17 More progress has been made in improving the appearance of the County than during the previous year. The total area of land reclaimed was only just 11 hectares short of the Structure Plan 'target' of 280 hectares each year.

RECOMMENDATIONS

1. The aims and strategy of the Structure Plans should not be changed at this stage.
2. Population forecasts should be extended to 1996 in the light of the full results of the 1981 Census and taking into account the prevailing economic situation.
3. An annual review needs to be made of job gains and losses in County Durham.
4. New employment forecasts should be prepared, to look at the implication of the less favourable situation now in prospect for the next few years.
5. The County Council should retain Teesdale in the area covered by the special east and west incentives for the time being, until the stable population and low unemployment situation appears to be established, but should include Shildon in the area covered by the scheme because it has begun to suffer from the same problems as eastern and western Districts.

6. The County Council should undertake a review of the nature of incentives and the financial resources available to both manufacturing and service industry in County Durham.
7. The state of preparation of industrial land in Derwentside District and other sites on which little progress has been made should be examined.
8. The County Council should explore with District Councils ways of providing small industrial sites in areas of greatest need.
9. The County Council should determine whether to identify further areas for sand and gravel working.
10. The policies of the Structure Plans should not be altered at this stage.

APPENDICES

1	Population changes, County Durham and Districts
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CENSUS USUALLY RESIDENT TOTAL POPULATIONS							
District	D.C.C. ESTIMATES					Provisional Census Count	Approved Structure Plan 1991 'target' adopted estimates
	1976	1977	1978	1979	1980		
Derwentside	91,400	90,600	90,000	89,700	89,500	88,132	87,500
Chester le Street	49,900	50,500	51,500	51,800	52,200	51,719	53,000
Wear Valley	64,500	64,600	64,400	64,200	64,300	63,870	63,000
Durham	83,600	84,100	84,500	84,300	84,600	85,190	87,000
Easington	105,400	104,700	103,300	102,200	101,500	100,717	104,000
Teesdale	23,600	23,500	23,500	23,500	23,600	24,425	23,000
Sedgefield	92,700	92,900	93,400	93,900	94,200	92,887	100,000
Darlington	97,700	97,400	97,300	97,500	97,500	97,788	97,500
COUNTY DURHAM	609,100	608,600	608,000	607,300	607,700	604,728	610,000*
* At top of range for the County							
Source: Durham County Council							

District Employment

Derwentside	Actual			County Council estimates			County Structure Plan forecasts 1981		
	1975	1976	1977	1978	1979	1980	Low	High	High
Agriculture M and Q	647	660	756	700	700	700	500	600	500
Manufacturing	1,018	262	234	200	200	200	100	100	100
Services	12,384	12,101	12,712	12,500	12,300	11,500	11,000	11,800	11,200
	15,693	16,033	15,948	16,000	16,200	15,900	15,500	16,100	17,000
Total	29,742	29,056	29,650	29,400	29,400	28,300	27,100	28,600	28,800

Chester le Street	Actual			County Council estimates			County Structure Plan forecasts 1981		
	1975	1976	1977	1978	1979	1980	Low	High	High
Agriculture M and Q	153	159	165	200	200	200	100	100	100
Manufacturing	574	394	413	400	400	400	0	200	0
Services	2,874	2,911	2,927	2,900	2,800	2,700	2,500	2,700	3,300
	8,735	8,786	8,804	8,800	9,000	8,800	8,700	9,000	9,300
Total	12,336	12,250	12,309	12,300	12,400	12,100	11,300	12,000	12,700

Wear Valley	Actual			County Council estimates			County Structure Plan forecasts 1981		
	1975	1976	1977	1978	1979	1980	Low	High	High
Agriculture M and Q	847	858	990	1,000	900	900	600	800	600
Manufacturing	489	517	437	400	400	400	500	500	600
Services	8,137	7,738	7,856	7,700	7,600	7,100	7,600	8,000	8,200
	13,950	14,341	14,217	14,200	14,500	14,200	13,800	14,300	15,100
Total	23,423	23,454	23,500	23,300	23,400	22,600	22,500	23,600	24,500

	Actual				County Council estimates			County Structure Plan forecasts 1981			
	1975	1976	1977		1978	1979	1980	Low	High	Low	High
Durham											
Agriculture	478	499	575		600	500	500	300	400	300	300
M and Q	2,857	2,965	3,007		3,000	2,500	2,400	1,500	1,700	500	700
Manufacturing	6,440	5,831	6,552		6,500	6,300	5,900	4,900	5,100	5,500	5,800
Services	30,181	29,200	30,290		30,300	30,800	30,300	30,200	31,400	32,500	34,200
Total	39,956	38,495	40,424		40,400	40,100	39,100	36,900	38,600	38,800	41,000

	Actual				County Council estimates			County Structure Plan forecasts 1981			
	1975	1976	1977		1978	1979	1980	Low	High	Low	High
Easington											
Agriculture	409	420	479		500	500	500	300	400	200	300
M and Q	14,138	13,793	13,464		13,300	13,200	13,100	10,700	11,300	7,700	10,300
Manufacturing	5,786	5,619	6,326		6,200	6,100	5,700	5,600	5,900	6,500	7,000
Services	13,405	13,779	14,552		14,600	14,800	14,600	13,400	13,800	14,000	14,600
Total	33,738	33,611	34,821		34,600	34,600	33,900	30,000	31,400	28,400	32,200

	Actual				County Council estimates			County Structure Plan forecasts 1981			
	1975	1976	1977		1978	1979	1980	Low	High	Low	High
Teesdale											
Agriculture	1,648	1,681	2,012		2,000	1,900	1,900	1,200	1,500	900	1,200
M and Q	113	104	103		100	100	100	100	100	100	100
Manufacturing	2,212	2,008	2,096		2,100	2,000	1,900	2,000	2,200	1,900	2,300
Services	3,570	3,608	3,640		3,600	3,700	3,600	3,500	3,700	3,700	3,900
Total	7,543	7,401	7,851		7,800	7,700	7,500	6,800	7,500	6,600	7,500

	Actual			County Council estimates			County Structure Plan forecasts 1981		
	1975	1976	1977	1978	1979	1980	Low	High	High
Sedgefield									
Agriculture M and Q	621	632	652	600	600	600	500	600	500
Manufacturing	144	131	121	100	100	100	100	100	100
Services	25,122	23,981	25,527	25,100	24,600	23,000	25,400	26,700	28,900
	14,179	14,975	15,352	15,400	15,600	15,300	14,100	14,600	15,400
Total	40,066	39,719	41,652	41,200	40,900	39,000	40,100	42,000	44,900

	Actual			County Council estimates			County Structure Plan forecasts 1981		
	1975	1976	1977	1978	1979	1980	Low	High	High
Darlington									
Agriculture M and Q	691	704	795	800	800	700	500	600	500
Manufacturing	36	31	21	-	-	-	0	0	100
Services	14,777	13,919	13,399	13,200	12,900	12,000	15,000	15,600	16,300
	32,562	32,008	32,174	32,200	32,700	32,200	31,800	33,100	34,500
Total	48,066	46,662	46,389	46,200	46,400	44,900	47,300	49,300	51,400

NOTE County Council estimates of employment in June 1978, 1979 and 1980 are intended only as a guide to the trends in employment levels in these years. They are derived directly from Department of Employment estimates of employment levels in the Northern Region, and thus cannot exactly portray local variations.

Sources: 1975-1977 Annual Census of Employment
1978-1980 Durham County Council estimates
1981 & 1991 Durham County Structure Plan forecasts

4	Population and employment balance
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	1980	1981 Low	1991	
			High	Low
1. Job Estimate	227,500	222,000	243,000	227,000
2. Net out commuting (Sample Error 1971 Census)	26,600 (2,000)	19,800 (2,000)	27,000 (2,000)	27,000 (2,000)
3. Total Working Residents	256,100	243,800	272,000	256,000
4. Unemployed and Temporary Sick	27,400 (9.7%)	40,200 (14.15%)	15,200 (5.3%)	31,200 (10.9%)
5. Total Economically Active	283,500	284,000	287,200	287,200
6. Residents not Economically Active	324,200		321,700	321,700
7. Total Resident Population	607,700		608,900	608,900

Sources:

1. Structure Plan job estimates and forecasts
2. 1980 - Balance from remainder of variables
- 1991 - Structure Plan assumptions
3. 1980 - 5. - 4.
- 1991 - 1. + 2. + Error
4. 1980 - Adjusted Registered Unemployment April 1980
- 1991 - Balance from remainder of variables
5. 1980 - County Council population estimate, County derived activity rates based on new GB rates.
- 1991 - County Council population projection, derived activity rates based on new GB rates-1986 assumed through to 1991.

	Total population 1991	Household population 1991	Estimated housing stock required 1991	Estimated housing stock 1980	Net Change 1980-1991	Estimated clearance required 1980-1991	Housing sites * available 1980
Consett/Castleside/Leadgate	33,000	32,800	13,400	12,600	800	310	1,100
Stanley	19,000	19,000	7,700	7,300	400	210	600
Rest of District	35,500	35,100	14,300	15,200	- 900	790	- 100
DERWENTSIDE	87,500	86,900	35,400	35,100	300	1,310	1,600
Chester le Street	22,000	21,900	8,700	8,300	400	10	400
Rest of District	31,000	30,900	12,400	11,600	800	50	900
CHESTER LE STREET	53,000	52,800	21,100	19,900	1,200	60	1,300
Bishop/West Auckland	24,000	23,800	10,000	9,400	600	140	700
Crook	9,000	9,000	3,800	3,400	400	100	500
Rest of District	30,000	29,500	12,300	12,900	- 600	50	- 500
WEAR VALLEY	63,000	62,300	26,100	25,700	400	290	700
Durham City	41,000	40,000	16,200	15,200	1,000	150	1,100
Rest of District	46,000	45,200	18,300	17,000	1,300	50	1,400
DURHAM	87,000	85,200	34,500	32,200	2,300	200	2,500
Seaham	23,000	22,900	9,100	8,600	500	0	500
Peterlee/Horden	34,000	34,000	13,500	12,600	900	80	1,000
Rest of District	47,000	46,900	18,600	17,400	1,200	160	1,400
EASINGTON	104,000	103,800	41,200	38,600	2,600	240	2,900
Barnard Castle/Startforth	6,000	5,500	2,500	2,300	200	0	200
Rest of District	17,000	16,900	7,800	7,600	200	30	200
TEESDALE	23,000	22,400	10,300	9,900	400	30	400
Spennymoor	19,000	18,900	7,700	7,300	400	10	400
Newton Aycliffe	32,000	31,900	12,000	8,500	3,500	0	3,500
Rest of District	49,000	47,700	19,500	19,200	300	300	600
SEDGEFIELD	100,000	98,500	39,200	35,000	4,200	310	4,500
Darlington	85,000	84,000	34,700	33,300	1,400	400	1,800
Rest of District	12,500	11,800	4,800	4,600	200	0	200
DARLINGTON	97,500	95,800	39,500	37,900	1,600	400	2,000
TOTAL	615,000	607,700	247,300	234,300	13,000	2,840	15,900

*Including sites under construction and excluding sites of less than five house plots

